REPORT RESUMES

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A NEW ORGANIZATIONAL SYSTEM FOR STATE-LEVEL EDUCATIONAL
ADMINISTRATION, A RECOMMENDED RESPONSE TO EMERGING
REQUIREMENTS FOR CHANGE IN CALIFORNIA. A REPORT TO THE
CALIFORNIA STATE BOARD OF EDUCATION.
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DESCRIPTORS- *STATE DEPARTMENTS OF EDUCATION, *EDUCATIONAL ADMINISTRATION, ORGANIZATIONAL CLIMATE, *STATE AGENCIES, GENERAL EDUCATION, COMPENSATORY EDUCATION, INFORMATION DISSEMINATION, PROGRAM DEVELOPMENT, SPECIAL EDUCATION, FINANCIAL POLICY, COMMUNITY COLLEGES, *CHIEF ADMINISTRATORS, ADMINISTRATIVE PERSONNEL, PERSONNEL POLICY, INFORMATION SERVICES, *ORGANIZATIONAL CHANGE, VOCATIONAL EDUCATION, CURRICULUM DEVELOPMENT, BOSTON,

DERIVED FROM AN ANALYSIS OF FUNCTIONAL REQUIREMENTS AND ASSIGNED RESPONSIBILITIES, A NEW ORGANIZATIONAL SYSTEM RELYING UPON MANAGERIAL CAPABILITIES AND CAPACITY FOR CHANGE IS PROPOSED BY A TEAM OF PROFESSIONAL CONSULTANTS TO COPE SUCCESSFULLY WITH PROBLEMS AND STRESSES CONFRONTING THE CALIFORNIA STATE SYSTEM OF EDUCATIONAL ADMINISTRATION. SEVEN BROADLY DEFINED MAJOR FUNCTIONS INCLUDE SENSING EMERGING NEEDS, ASSIGNING PRIORITIES AND ALLOCATING RESOURCES, DISSEMINATING INFORMATION REGARDING NEW INSTRUCTIONAL PROGRAMS, AND ASSURING THE QUALITY OF EDUCATIONAL OFFERINGS IN ACCORDANCE WITH LEGISLATIVE MANDATES AND STATE BOARD REGULATIONS. AN ORGANIC DIAMOND GRID CHART INCORPORATING INHERENT FLEXIBILITY PORTRAYS THE INTERDEPENDENCE AMONG COMPONENT ELEMENTS OF THE NEW ORGANIZATION, WITH FUNCTIONAL ATTRIBUTES CUSTON-DESIGNED TO CARRY OUT THE MISSIONS OF THE ORGANIZATION. SPECIFIC RECOMMENDATIONS ARE MADE FOR ESTABLISHING MAJOR PROGRAMS (COMPENSATORY EDUCATION, DEPARTMENTAL DEVELOPMENT AND LONG-RANGE PLANNING, DISTRICT DEVELOPMENT, AND EDUCATIONAL INNOVATION DISSEMINATION) AND A NEW AGENCY FOR STATE-LEVEL ADMINISTRATION OF COMMUNITY COLLEGE EDUCATION. OTHER RECOMMENDATIONS INCLUDE PERSONNEL ASSIGNMENTS, RESPONSIBILITIES OF THE STATE BOARD OF EDUCATION, AND ORGANIZATIONAL RECOMMENDATIONS FOR MAJOR DIVISIONS (GENERAL EDUCATION, VOCATIONAL EDUCATION, SPECIAL EDUCATION, AND FISCAL AND BUSINESS MANAGEMENT SERVICES) AS WELL AS FOR PERSONNEL, INFORMATION, AND DEPARTMENTAL SUPPORTING SERVICES. (JK)

ED018845

submitted by

Arthur D. Little, Inc.

EA 001 219

CALIFORNIA STATE DEPARTMENT OF EDUCATION
MAX RAFFERTY, Superintendent of Public Instruction
SACRAMENTO—1967

A New Organizational System for State-Level Educational Administration

A RECOMMENDED RESPONSE TO EMERGING REQUIREMENTS FOR CHANGE IN CALIFORNIA

a report to

The California State Board of Education

May 1967

submitted by

Arthur D. Little, Inc.

Report of a Study Financed
with Funds Made Available Under
Title V of the Elementary and
Secondary Education Act, Public
Law 89-10

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FOREWORD

In February, 1945, the State Reconstruction and Reemployment Commission presented its report, The Administration, Organization and Financial Support of the Public School System, State of California, which contained the results of a statewide study that had been mandated by the state Legislature. This study, which became known as the "Strayer Report," resulted in the State Department of Education being reorganized in 1949.

The organizational pattern established at that time has been both modified and extended as necessary to meet changing conditions. These modifications and extensions have been made to meet legislative requirements, to accommodate federal programs, and to meet the needs and demands upon the Department that have been created by a rapidly growing school population, a fast growing body of knowledge, and other developments. However, no overall attempt was made to evaluate the organization of the Department until 1963 when Lloyd N. Morrisett began his study of the administrative organization of the Department and Arthur D. Little, Inc., began its study to identify the existing and emerging needs for effective leadership for California education. The results of the latter study provided the basis for this report, A New Organizational System of State-Level Educational Administration: A Recommended Response to Emerging Requirements to Change in California.

The recommendations presented by Arthur D. Little, Inc., in this publication merit full attention; however, before they are accepted as guidelines for reorganizing the State Department of Education, each of the recommendations should be studied by all those responsible for planning and establishing the new organization to determine whether the recommendations merit implementation, and if they do, how they may be implemented to the best advantage. And in making this study of the recommendations, those responsible for planning and establishing the new organization should make every effort to seek the assistance of all who will be affected by the reorganization, for the State Department of Education is the agency which provides state-level leadership for public education, and in our country public education must meet the needs of all our people. A strong, well-organized Department will help ensure that the educational needs of our people are met.

Max Rafferty

Superintendent of Public Instruction

TABLE OF CONTENTS

Page

INTRODUCTION xi

I SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS 1

A. BACKGROUND 1

B. APPROACH 1

C. GENERAL CONCLUSIONS 2

D. MAJOR RECOMMENDATIONS FOR IMPROVING STATE-LEVEL EDUCATIONAL ADMINISTRATION IN CALIFORNIA 5

II THE CLIMATE FOR ORGANIZATIONAL CHANGE IN EDUCATION 19

III A RECOMMENDED ORGANIZATIONAL SYSTEM FOR EDUCATIONAL ADMINISTRATION AT THE STATE-LEVEL 35

A. BACKGROUND 35

B. MAJOR FUNCTIONAL REQUIREMENTS OF THE NEW ORGANIZATION 37

C. A NEW ORGANIC ORGANIZATIONAL SYSTEM FOR STATE-LEVEL ADMINISTRATION 46

IV ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF GENERAL EDUCATION 111

A. DEFINITION OF GENERAL EDUCATION 111

B. MISSIONS OF GENERAL EDUCATION 113

C. CURRENT TRENDS AND FURTHER ASSUMPTIONS 115

D. ORGANIZATION AND FUNCTIONS 117

E. ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF GENERAL EDUCATION 118

TABLE OF CONTENTS (Continued)

Page

F. BUREAU OF EDUCATIONAL REFERENCE AND DISSEMINATION 120

G. BUREAU OF EDUCATIONAL DEVELOPMENT 126

H. BUREAU OF EDUCATIONAL AUDITS AND APPROVALS 130

I. BUREAU OF PROJECT DEVELOPMENT AND EVALUATION 131

J. STATE EDUCATIONAL ADVISORS IN GENERAL EDUCATION 134

V ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF VOCATIONAL EDUCATION 136

A. GENERAL MISSIONS 136

B. ASSUMPTIONS 138

C. ORGANIZATION AND FUNCTIONS 140

D. BUREAU OF REFERENCE AND DISSEMINATION 142

E. BUREAU OF CURRICULUM (OR PROGRAM) DEVELOPMENT 144

F. BUREAU OF AUDITS AND APPROVALS 145

G. REGIONAL OFFICES 147

H. BUREAU OF PROJECT PLANNING AND EVALUATION 149

I. ALTERNATIVE ORGANIZATIONAL SCHEMES CONSIDERED 151

J. IMPLEMENTATION 153

VI ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF SPECIAL EDUCATION 155

A. GENERAL MISSIONS 155

B. OPPORTUNITIES AND PROBLEMS CONFRONTING SPECIAL EDUCATION 156

TABLE OF CONTENTS (Continued)

Page

C. ORGANIZATION OF THE DIVISION 159

D. BUREAU OF PROGRAM DEVELOPMENT, EVALUATION AND DISSEMINATION 161

VII ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES 165

A. GENERAL MISSIONS 165

B. ORGANIZATION OF THE DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES 167

C. COMPONENT BUREAUS WITHIN THE NEW BUSINESS MANAGEMENT SERVICES SECTION 170

D. COMPONENT BUREAUS WITHIN THE NEW FINANCIAL MANAGEMENT SERVICES SECTION 174

E. STAFFING MAJOR PROGRAMS 176

F. IMPLEMENTING THE ORGANIZATIONAL CHANGE 176

VIII ORGANIZATIONAL RECOMMENDATIONS FOR A NEW STATE AGENCY FOR THE ADMINISTRATION OF COMMUNITY COLLEGE EDUCATION 178

A. AN OVERVIEW 178

B. RECOMMENDED ORGANIZATION 181

C. ASSISTANT CHANCELLOR FOR GENERAL AND CONTINUING EDUCATION, ACADEMIC TRANSFER PROGRAMS, AND COMMUNITY SERVICE 183

D. ASSISTANT CHANCELLOR FOR VOCATIONAL-TECHNICAL EDUCATION 187

E. ASSISTANT CHANCELLOR FOR ADMINISTRATIVE SERVICES AND FINANCE 189

TABLE OF CONTENTS (Continued)

Page

F. ASSISTANT CHANCELLOR FOR STUDENT SERVICES 192

G. ASSISTANT CHANCELLOR FOR RESEARCH AND SPECIAL PROJECTS 194

IX RECOMMENDED ORGANIZATIONS FOR PERSONNEL SERVICES, INFORMATION SERVICES, AND DEPARTMENTAL SUPPORTING SERVICES 196

A. OFFICE OF STATE EDUCATION PERSONNEL SERVICES 196

B. OFFICE OF EDUCATIONAL INFORMATION SERVICES 205

C. OFFICE OF DEPARTMENTAL SUPPORTING SERVICES 214

X IMPLEMENTING ORGANIZATIONAL CHANGE 215

A. FOUR EARLY PROJECTS 215

B. ADMINISTRATIVE ACTIVITIES 222

C. SOME LATER PROJECTS 222

APPENDIX A 225

HIGHLY SALIENT OPPORTUNITIES AND PROBLEMS IDENTIFIED BY EDUCATIONAL ADMINISTRATORS IN (1) COUNTY OFFICES, (2) LARGE METROPOLITAN DISTRICTS, (3) DISTRICTS OF INTERMEDIATE SIZE, AND (4) SMALL DISTRICTS

APPENDIX B 235

THE RESULTS OF A SURVEY TO DETERMINE THE NATURE OF WORK-TIES WITH ORGANIZATIONS OUTSIDE THE DEPARTMENT

LIST OF ILLUSTRATIONS

Figure		Page
1	Organization of the California State Department of Education, 1966	7
2	Recommended Organization for State-Level Educational Administration in California	8
3	Recommended Superstructure of the State-Level Administrative Organization	56
4	Optional Alternative Recommendation for the Superstructure of the State-Level Administrative Organization	62
5	Recommended Organic Organizational Structure for the State Department of Education	84
6	Recommended Organization for the Division of General Education	119
7	Recommended Organization for the Division of Vocational Education	141
8	Recommended Organization for the Division of Special Education	160
9	Recommended Organization for the Division of Fiscal and Business Management Services	169
10	Recommended Organization for a New State Agency for the Administration of Community Colleges	182
11	Recommended Organization of the Office of State Education Personnel Services	200
12	Recommended Organization of the Office of Educational Information Services	210

INTRODUCTION

This study of the organization and operations of the State-level system of educational administration in California represents the second phase of a major effort on the part of the State Board of Education in striving toward educational excellence in California. The initial phase of our work for the State Board of Education was published in November, 1964, in a report entitled, Emerging Requirements for Leadership for California Education.

This second phase of our study was begun early in 1966. Because of our further work for California education systems in the interim period between 1964 and 1966, we have been able to enlarge our perspective and deepen our knowledge of California education systems and make some comparisons with those in other states. The people of California can be justly proud of their public schools, community colleges, and universities. It has been intellectually stimulating as well as personally satisfying to have worked closely with educational leaders in California.

In the course of our work in California, we received excellent cooperation from educators and laymen alike. While we cannot possibly acknowledge the hundreds of individuals who contributed to our thinking and constructively criticized our ideas, we must acknowledge the very considerable assistance we received from several groups and organizations.

The officers, staff, and several members of the California Association of School Administrators were most helpful. The California Junior College Association also was courteous and quite constructive. We were delighted to accept invitations to participate in the last three ASILOMAR conferences and we benefited from a number of discussions with members of the California School Boards Association and the California Association of County Superintendents of Schools. In particular, we thank the Committee of Ten for its helpfulness in the several discussions we had with the Committee concerning its work and ours.

It is a pleasure to acknowledge the consistently fine cooperation we received from the State Superintendent of Public Instruction, Dr. Max Rafferty, and his colleagues in the State Department of Education. The interest demonstrated by the Department's professional staff in our work was stimulating and their contributions were appreciated.

Reorganization of any State agency must be planned and coordinated with other affected agencies. Our liaison contacts with the Department of Finance, the State Personnel Board, the Department of General Services, and the Office of the Legislative Analyst were most helpful. Particular thanks are due Messrs. Chase and Keating for their help with liaison contacts with the State Board of Education and the Committee on Department Reorganization. In addition, their constructive criticisms of our drafts were much appreciated.

We wish to make a special acknowledgement of the cooperation, support, and constructive criticism offered by the State Board's Committee on Department Reorganization. The members of the Committee from the State Board of Education are: Mr. Dorman L. Commons who replaced Mr. William A. Norris as Chairman, Mr. Milton L. Schwartz, and Mrs. Talcott Bates. The other two members include Dr. Robert A. Walker, Director of General Studies and Professor of Political Science at Stanford University, and Dr. Lloyd N. Morrisett, Professor Emeritus, University of California, Los Angeles. It was a genuine pleasure to work with the members of the Committee on Department Reorganization. Our meetings were occasionally hectic, frequently spirited, but always enjoyable. As in most studies of this sort, unanimity was never the order of the day. Some difference of opinion still remains, even within our study team. We wish to acknowledge the fact that Dr. Morrisett opposed some of our recommendations, and he will have the opportunity to make his objections known.

The members of the study team believe that we have broken some new ground in conceptualizing an organization system for a large, complex state department of education confronted by myriad problems and new stresses. Time alone will tell whether this plowed ground is fertile. We have tried to be bold and push for the best, and the Committee has supported our strivings. We have not hesitated in adapting a number of modern, space-age management concepts to what some believe to be the archetype of governmental bureaucracy, a state department of education.

The organizational system we propose is not simple. It requires highly developed managerial capabilities and considerable capacity for change. However, if we believed the Department was incapable of meeting the requirements for change, we would have settled, but reluctantly, for less.

Implementation will be difficult and drawn out. There are a number of constraints built into the system, as there are in most institutions of state government. However, the commitment to educational excellence we sense on the part of the State Board and the Committee on Department Reorganization, and the willingness to wrestle with our concepts that was evident in the Department, augurs well for further improvement in California's State-level system of educational administration.

The members of the Arthur D. Little, Inc., study team are:

- Consultants to Arthur D. Little, Inc.

    Dr. Conrad Briner, Professor of Education and Government at the Claremont Graduate School, California.

    Dr. H. Thomas James, Dean of the School of Education, Stanford University, California.

    Dr. Roy W. Jastram, Professor of Business Administration, University of California, Berkeley, California.

    Dr. Robert Mainer, Senior Vice President, Boston Company, Massachusetts; previously with Arthur D. Little, Inc., and the Project Director of our Phase I study.

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    Dr. Paul F. Ross, Cambridge, Massachusetts

    Dr. Charles C. Halbower, Project Director, Cambridge, Massachusetts

CHAPTER I

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

A. BACKGROUND

This is a report of a study authorized by the California State Board of Education and conducted by Arthur D. Little, Inc. The objective of the study was to identify the needs for and recommend appropriate changes in California's State-level system of educational administration. The study was focused largely on the organization and operations of the State Department of Education. In addition, we studied the role of the State Board of Education, its functions, and its relationships with the Department of Education and other agencies affecting public education in California.

This study is the second phase of an effort to assist the State Board of Education in its overall program to improve the quality of public education in California. The Phase I study identified important opportunities and critical problems confronting California's system of public education. The results of that study were published and submitted to the State Board in November, 1964, in a report entitled The Emerging Requirements for Effective Leadership for California Education. The updated results of that study provided the principal context in which we made this study of the complex relationships and organizational processes of the State-level system of educational administration.

B. APPROACH

We are recommending significant changes in the State-level administration of public education in California. The new organizational system we recommend derives from an analysis of the functional requirements of the system and from a synthesis of the things the system must do. Stated differently, we determined emerging requirements for various functional capacities in California's State-level system of educational administration, and then we designed an organizational system specifically to satisfy these requirements.

This "functional approach" to organization planning included the following steps:

1. Determining the general nature of California's system of public education, developing an understanding of what the State-level administrative system must do, and learning the inner workings of the system;
2. Analyzing deficiencies in the operation of the system and identifying causes of the problems;
3. Conceptualizing alternative solutions to identified problems, and translating the most feasible solutions into organizational processes and necessary functional capacities;
4. Integrating redefined processes and capacities into a new, rational organizational system;
5. Submitting the proposed new system to critical scrutiny, testing its validity and operational feasibility, and making necessary adjustments; and
6. Recommending specific actions to be taken in implementing the new organizational system.

C. GENERAL CONCLUSIONS

From our analysis we conclude that the State-level system of educational administration in California must effectively carry out the following seven broadly defined major functions:

1. Sensing emerging needs for educational development in the State, and for related changes in the State's educational system.
2. Assigning priorities and allocating resources among areas of discovered need in the context of comprehensive and integrated State plans for education.
3. Providing for the design of improved instructional programs and services, and for the stimulation and support of new educational developments to meet the discovered needs.

4. Evaluating both new and established educational programs and services, the ways in which such programs and services are planned and administered, and requirements for redirecting allocations of human and material resources.

5. Facilitating the dissemination of information regarding new instructional programs and services and their effects.

6. Encouraging and supporting the adoption of new educational developments and improved instructional programs and services.

7. Assuring the quality of educational offerings in accordance with legislative mandates and as required by regulations of the State Board.

These seven functional requirements are not fully met by the current system of State-level educational administration. If these major functions are to be carried out effectively, a number of improvements are necessary. Specifically, the important developmental requirements at the State-level are to:

1. Improve the quality and the effectiveness of the working relationships between the State Board of Education and the Department of Education, and with the Legislature, school districts, intermediate units, community colleges, professional associations, and other groups and agencies important to education in California.

2. Improve the quality of Departmental staff assistance to the Board and facilitate the use of such professional assistance by the Board.

3. Focus increased attention on and apply more and better organizational resources to long-range and comprehensive planning for education.

4. Reduce confusion and inefficiency in planning and managing new programs, particularly those (a) funded from Federal or multiple sources, (b) requiring the use of a variety of professional skills and those from more than one division, and (c) serving population

segments which traditionally have been targets for other divisional programs and services.

5. Catalyze and support innovations and educational developments.

6. Enhance Departmental capabilities for organizing and operating a Statewide educational information system and a Departmental management information system, and for serving dramatically expanded requirements for information.

7. Significantly extend Departmental capabilities for the management of human resources important to education (both within and outside the Department) and capitalize further upon existing talent and skills in intermediate units, school districts, universities and colleges, regional laboratories, the Department, and various other agencies.

8. Stimulate more ideas and constructive ferment in education and provide for more experimentation.

9. Ameliorate "divisionalitis" and facilitate the use of multidisciplinary teams within the Department, and extend the use of qualified professionals from outside the Department in developing and evaluating new programs and services.

10. Insure the design and use of appropriate evaluation techniques and systems in more comprehensive and concerted efforts to appraise the results of programs, the need for continuance, and the possibilities of reallocating resources and reassigning responsibilities.

11. Further the use of program planning and budgeting within the Department and extend additional educational business management services to school districts and intermediate units.

12. Rearrange organizational groupings in line with current functional requirements and the need for improved flexibility and efficiency.

13. Improve and extend internal Departmental supporting services.

The text of our report presents detailed discussions of specific improvement needs and includes both major and minor recommendations for changes in the organization and operation of the State-level system of educational administration. The remainder of this chapter deals with major recommendations for improving the organizational effectiveness of the State Board of Education and its administrative agency, the State Department of Education.

D. MAJOR RECOMMENDATIONS FOR IMPROVING STATE-LEVEL EDUCATIONAL ADMINISTRATION IN CALIFORNIA

1. THE STATE BOARD

We recommend a State Board of Education which consists of ten members who are appointed by the Governor from a list of candidates developed by the Legislature (or appropriate committees of the Legislature). Board members should be appointed for terms of 10 years. Terms should overlap so that one new member is appointed to the Board each year. Since the Legislature is the ultimate policy-making body for education, it is important to provide for legislative participation in the process of selecting members of the State Board. While the Board participates importantly in the process of recommending, setting, and interpreting educational policy, its role and functions are largely executive. Therefore, we believe that the Governor as the Chief of the Executive Branch of the State Government, should be responsible for the final selection of State Board members.

Statutory changes will be required to implement such a change in the process of selecting members of the State Board of Education.

2. THE STATE SUPERINTENDENT

We recommend that the State Superintendent be appointed by and fully responsible to the State Board and serve as its Executive Officer, Secretary, and as the Chief Administrative Officer of the State Department of Education. His term of employment and compensation should be set by the State Board. We suggest a four year term and a level of compensation equivalent to that of top administrators in the best and largest school systems of the State. Implementation of these recommendations will require both Constitutional and statutory changes.

3. THE STATE-LEVEL ORGANIZATION SYSTEM

We are recommending major changes in the organization structure of the State-level system for educational administration. The present form of organization is represented graphically in Figure 1. We recommend adoption of the organizational structure presented in Figure 2.

We determined that there is a critical need in the Department for increased capacity to plan and manage complex programs, particularly those requiring a broad spectrum of talents and drawing significantly on skills represented in more than one division. Further, in launching a complex program or in managing a unique or changing program, more efficient mobilization of resources is required, as is the need to obtain a variety of specialized skills on a part-time or short term basis. Many of the new Federal programs require Department-wide perspectives and orientations different from those of the traditional functions and specializations of divisions and bureaus. Consequently, we conceived the notion of a program-oriented reorganization which can draw flexibly and discriminatively upon the capabilities represented in the several divisions.

Figure 2 shows the composition of the two principal elements in the recommended new organizational system. The program organization is headed by the Deputy Superintendent for Major Programs. The Directors of the major programs report to him, as do the members of his program planning staff. The other principal element in our organization scheme is that composed of the four divisions and three offices (one of which provides supporting services to the whole Department), and headed by the Deputy Superintendent for Administration.

Since the standard style of drawing organization charts, e. g., Figures 1 and 2, does not convey the essence of the organizational system we recommend, we refer the reader to Figure 5 - Chapter III. This grid portrays the capacity of the Directors of major programs to draw upon the professional resources of virtually the whole Department. (In addition, program managers can recruit professional staff from outside the Department on a temporary, part-time, or full-time basis, as can the division and bureau chiefs.)

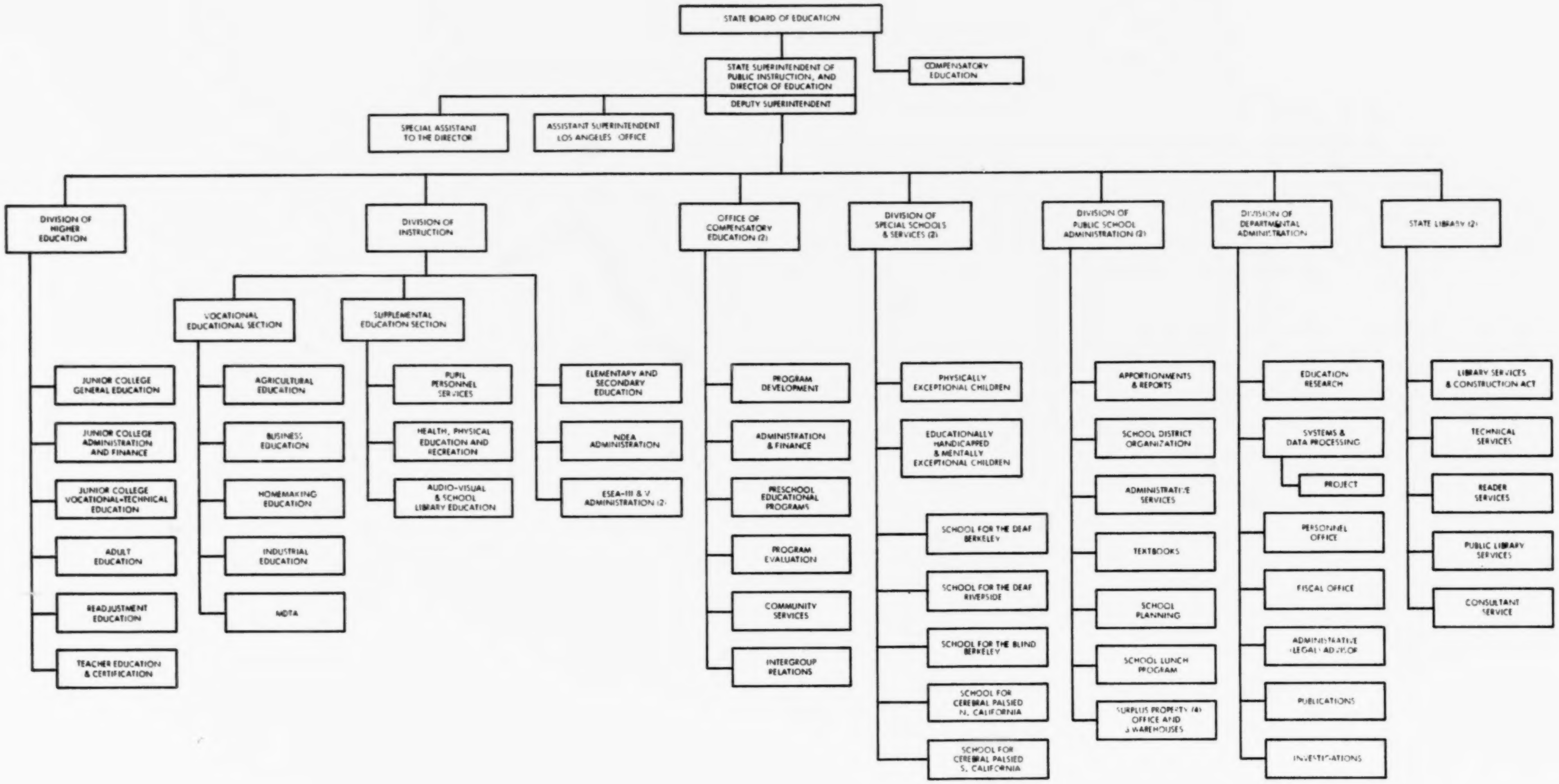
STATE BOARD OF EDUCATION
COMPENSATORY EDUCATION
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, AND DIRECTOR OF EDUCATION
DEPUTY SUPERINTENDENT
SPECIAL ASSISTANT TO THE DIRECTOR
ASSISTANT SUPERINTENDENT LOS ANGELES OFFICE
DIVISION OF HIGHER EDUCATION
DIVISION OF INSTRUCTION
OFFICE OF COMPENSATORY EDUCATION (2)
DIVISION OF SPECIAL SCHOOLS & SERVICES (2)
DIVISION OF PUBLIC SCHOOL ADMINISTRATION (2)
DIVISION OF DEPARTMENTAL ADMINISTRATION
STATE LIBRARY (2)
VOCATIONAL EDUCATIONAL SECTION
SUPPLEMENTAL EDUCATION SECTION
JUNIOR COLLEGE GENERAL EDUCATION
JUNIOR COLLEGE ADMINISTRATION AND FINANCE
JUNIOR COLLEGE VOCATIONAL-TECHNICAL EDUCATION
ADULT EDUCATION
READJUSTMENT EDUCATION
TEACHER EDUCATION & CERTIFICATION
AGRICULTURAL EDUCATION
BUSINESS EDUCATION
HOMEMAKING EDUCATION
INDUSTRIAL EDUCATION
MDTA
PUPIL PERSONNEL SERVICES
HEALTH, PHYSICAL EDUCATION AND RECREATION
AUDIO-VISUAL & SCHOOL LIBRARY EDUCATION
ELEMENTARY AND SECONDARY EDUCATION
NDEA ADMINISTRATION
ESEA-III & V ADMINISTRATION (2)
PROGRAM DEVELOPMENT
ADMINISTRATION & FINANCE
PRESCHOOL EDUCATIONAL PROGRAMS
PROGRAM EVALUATION
COMMUNITY SERVICES
INTERGROUP RELATIONS
PHYSICALLY EXCEPTIONAL CHILDREN
EDUCATIONALLY HANDICAPPED & MENTALLY EXCEPTIONAL CHILDREN
SCHOOL FOR THE DEAF BERKELEY
SCHOOL FOR THE DEAF RIVERSIDE
SCHOOL FOR THE BLIND BERKELEY
SCHOOL FOR CEREBRAL PALSIED N. CALIFORNIA
SCHOOL FOR CEREBRAL PALSIED S. CALIFORNIA
APPORTIONMENTS & REPORTS
SCHOOL DISTRICT ORGANIZATION
ADMINISTRATIVE SERVICES
TEXTBOOKS
SCHOOL PLANNING
SCHOOL LUNCH PROGRAM
SURPLUS PROPERTY (4) OFFICE AND 3 WAREHOUSES
EDUCATION RESEARCH
SYSTEMS & DATA PROCESSING
PROJECT
PERSONNEL OFFICE
FISCAL OFFICE
ADMINISTRATIVE (LEGAL) ADVISOR
PUBLICATIONS
INVESTIGATIONS
LIBRARY SERVICES & CONSTRUCTION ACT
TECHNICAL SERVICES
READER SERVICES
PUBLIC LIBRARY SERVICES
CONSULTANT SERVICE

FIGURE 1

ORGANIZATION OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION, 1966

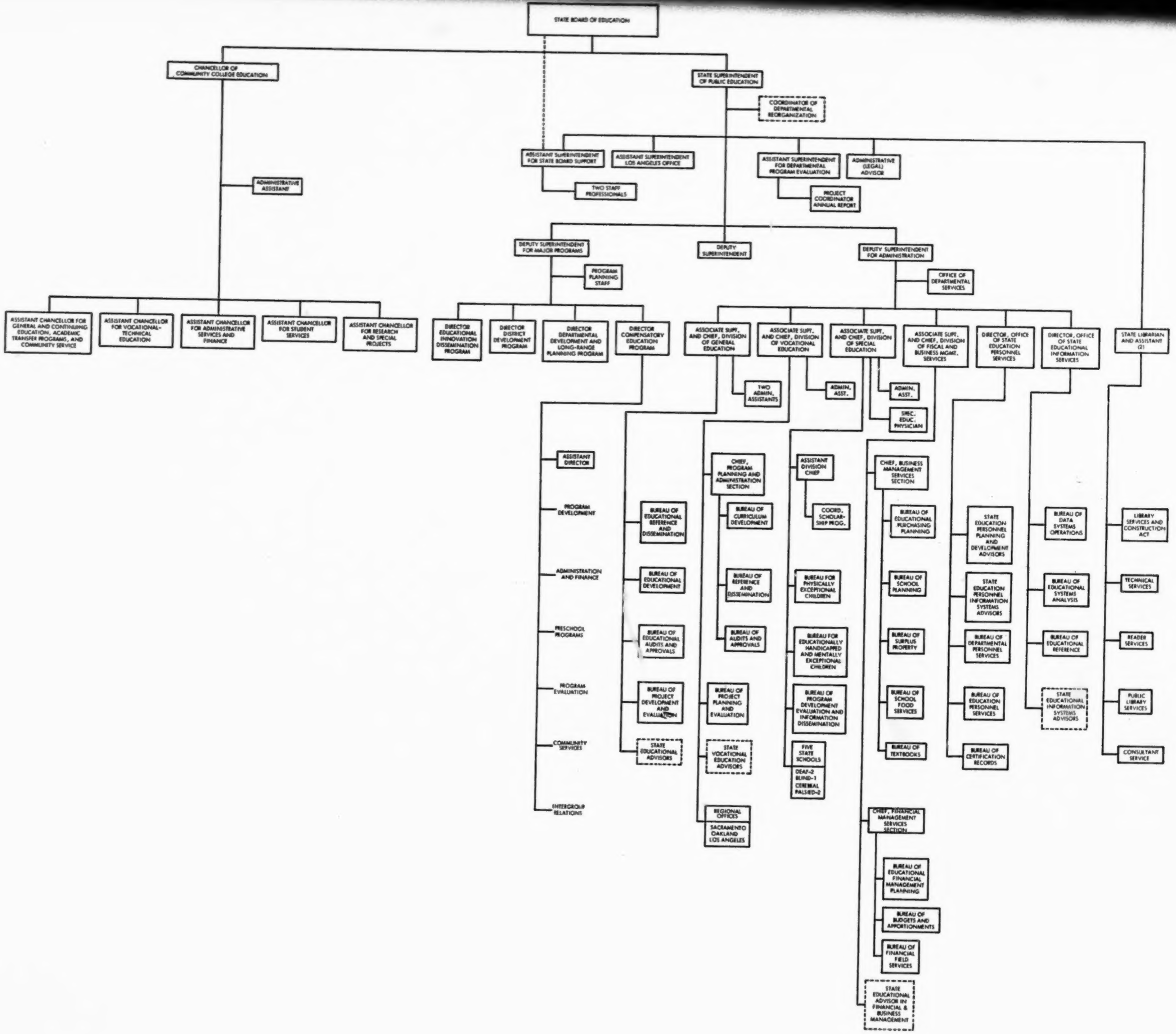
STATE BOARD OF EDUCATION
CHANCELLOR OF COMMUNITY COLLEGE EDUCATION
ADMINISTRATIVE ASSISTANT
ASSISTANT CHANCELLOR FOR GENERAL AND CONTINUING EDUCATION, ACADEMIC TRANSFER PROGRAMS, AND COMMUNITY SERVICE
ASSISTANT CHANCELLOR FOR VOCATIONAL-TECHNICAL EDUCATION
ASSISTANT CHANCELLOR FOR ADMINISTRATIVE SERVICES AND FINANCE
ASSISTANT CHANCELLOR FOR STUDENT SERVICES
ASSISTANT CHANCELLOR FOR RESEARCH AND SPECIAL PROJECTS
STATE SUPERINTENDENT OF PUBLIC EDUCATION
COORDINATOR OF DEPARTMENTAL REORGANIZATION
ASSISTANT SUPERINTENDENT FOR STATE BOARD SUPPORT
TWO STAFF PROFESSIONALS
ASSISTANT SUPERINTENDENT LOS ANGELES OFFICE
ASSISTANT SUPERINTENDENT FOR DEPARTMENTAL PROGRAM EVALUATION
PROJECT COORDINATOR ANNUAL REPORT
ADMINISTRATIVE (LEGAL) ADVISOR
DEPUTY SUPERINTENDENT FOR MAJOR PROGRAMS
PROGRAM PLANNING STAFF
DEPUTY SUPERINTENDENT
DEPUTY SUPERINTENDENT FOR ADMINISTRATION
OFFICE OF DEPARTMENTAL SERVICES
DIRECTOR EDUCATIONAL INNOVATION DISSEMINATION PROGRAM
DIRECTOR DISTRICT DEVELOPMENT PROGRAM
DIRECTOR DEPARTMENTAL DEVELOPMENT AND LONG-RANGE PLANNING PROGRAM
DIRECTOR COMPENSATORY EDUCATION PROGRAM
ASSISTANT DIRECTOR
PROGRAM DEVELOPMENT
ADMINISTRATION AND FINANCE
PRESCHOOL PROGRAMS
PROGRAM EVALUATION
COMMUNITY SERVICES
INTERGROUP RELATIONS
BUREAU OF EDUCATIONAL REFERENCE AND DISSEMINATION
BUREAU OF EDUCATIONAL DEVELOPMENT
BUREAU OF EDUCATIONAL AUDITS AND APPROVALS
BUREAU OF PROJECT DEVELOPMENT AND EVALUATION
STATE EDUCATIONAL ADVISORS
ASSOCIATE SUPT. AND CHIEF, DIVISION OF GENERAL EDUCATION
TWO ADMIN. ASSISTANTS
CHIEF, PROGRAM PLANNING AND ADMINISTRATION SECTION
BUREAU OF CURRICULUM DEVELOPMENT
BUREAU OF REFERENCE AND DISSEMINATION
BUREAU OF AUDITS AND APPROVALS
BUREAU OF PROJECT PLANNING AND EVALUATION
STATE VOCATIONAL EDUCATION ADVISORS
REGIONAL OFFICES
SACRAMENTO
OAKLAND
LOS ANGELES
ASSOCIATE SUPT. AND CHIEF, DIVISION OF VOCATIONAL EDUCATION
ADMIN. ASST.
ASSISTANT DIVISION CHIEF
COORD. SCHOLARSHIP PROG.
BUREAU FOR PHYSICALLY EXCEPTIONAL CHILDREN
BUREAU FOR EDUCATIONALLY HANDICAPPED AND MENTALLY EXCEPTIONAL CHILDREN
BUREAU OF PROGRAM DEVELOPMENT EVALUATION AND INFORMATION DISSEMINATION
FIVE STATE SCHOOLS
DEAF-2
BLIND-1
CEREBRAL PALSIED-2
ASSOCIATE SUPT. AND CHIEF, DIVISION OF SPECIAL EDUCATION
ADMIN. ASST.
SPEC. EDUC. PHYSICIAN
ASSOCIATE SUPT. AND CHIEF, DIVISION OF FISCAL AND BUSINESS MGMT. SERVICES
CHIEF, BUSINESS MANAGEMENT SERVICES SECTION
BUREAU OF EDUCATIONAL PURCHASING PLANNING
BUREAU OF SCHOOL PLANNING
BUREAU OF SURPLUS PROPERTY
BUREAU OF SCHOOL FOOD SERVICES
BUREAU OF TEXTBOOKS
CHIEF, FINANCIAL MANAGEMENT SERVICES SECTION
BUREAU OF EDUCATIONAL FINANCIAL MANAGEMENT PLANNING
BUREAU OF BUDGETS AND APPORTIONMENTS
BUREAU OF FINANCIAL FIELD SERVICES
STATE EDUCATIONAL ADVISOR IN FINANCIAL & BUSINESS MANAGEMENT
DIRECTOR, OFFICE OF STATE EDUCATION PERSONNEL SERVICES
STATE EDUCATION PERSONNEL PLANNING AND DEVELOPMENT ADVISORS
STATE EDUCATION PERSONNEL INFORMATION SYSTEMS ADVISORS
BUREAU OF DEPARTMENTAL PERSONNEL SERVICES
BUREAU OF EDUCATION PERSONNEL SERVICES
BUREAU OF CERTIFICATION RECORDS
DIRECTOR, OFFICE OF STATE EDUCATIONAL INFORMATION SERVICES
BUREAU OF DATA SYSTEMS OPERATIONS
BUREAU OF EDUCATIONAL SYSTEMS ANALYSIS
BUREAU OF EDUCATIONAL REFERENCE
STATE EDUCATIONAL INFORMATION SYSTEMS ADVISORS
STATE LIBRARIAN AND ASSISTANT (2)
LIBRARY SERVICES AND CONSTRUCTION ACT
TECHNICAL SERVICES
READER SERVICES
PUBLIC LIBRARY SERVICES
CONSULTANT SERVICE

FIGURE 2

RECOMMENDED ORGANIZATION FOR STATE-LEVEL EDUCATIONAL ADMINISTRATION IN CALIFORNIA

In the jargon of organization theorists, the grid portrayed in Figure 5 represents an "organic" organizational system. This means that the organization is characterized by a high degree of interdependence among its component elements, and that the functional attributes of the organization are custom designed to carry out the missions of the organization.

The program organization on the left-hand axis of the "organic diamond" is designed to satisfy and accommodate those functional requirements of State-level educational administration which are difficult for the more traditional and functionally specialized divisions to deal with. The flexibility inherent in this style of organization enables a program team to be organized, staffed, and managed in ways impossible to state departments of education organized in the standard style.

Chapter III contains a detailed discussion of the organic structure we recommend and suggests criteria for defining the major programs which might best be managed from the program axis.

We recommend that compensatory education, presently established by statute as an Office, be organized and managed as a major program. In addition, we recommend early establishment of three other major programs: (a) Departmental Development and Long-Range Planning, (b) District Development, and (c) Educational Innovation Dissemination. Other major programs can be planned and established as needs arise and are defined.

The Director of the Departmental Development and Long-Range Planning Program should be responsible for collecting information both from inside and outside the Department regarding trends of opportunities and problems in precollege education. Working closely with members of the Superintendent's Cabinet and with the State Board he integrates this information into a long-range Master Plan for education in California, which is published by the Board and periodically updated.

The Master Plan includes priorities for action in the development and improvement of education in the State. He, together with other management personnel in the Department, translates these priorities into requirements for Departmental development. Specific projects are designed to improve Departmental capabilities and services. The Director coordinates this project planning, utilizing the Major Program Planning and Coordination Committee and the Superintendent's Cabinet as forums for discussion. He reviews his planning with the

Board for approval and spearheads arrangements for financing. ESEA Title V funds probably will finance most of the development projects.

The major program of District Development brings together professional resources from various locations in the Department plus complementary talent from sources outside the Department in planned, comprehensive efforts to improve educational offerings and services in the areas of the State which most need help. With the approval of the Board, assistance is custom designed to meet the specific needs of an area, including the strengthening and improvement of intermediate units as well as school districts.

The Educational Innovation Dissemination (the name undoubtedly can be improved upon) Program is based significantly on ESEA Title III supplemental educational center activities, but also involves planning and close cooperation with regional educational laboratories, intermediate units, and very large school districts. The program involves demonstration of new programs and services, supporting experimentation, and disseminating information on the results of new approaches. Curriculum development and evaluation projects can be undertaken which involve personnel from several divisions or disciplines; e.g., vocational education and training for the handicapped; comprehensive revision of curricula and services in adult and preschool education; special or enriched programs for the gifted.

There apparently are no statutory constraints on the implementation of the organizational configuration we recommend, nor on the establishment of the last three recommended major programs. However, it probably will be necessary to obtain changes in the statutes (e.g., the McAteer Act, Education Code 6466) in order to modify the Office of Compensatory Education. Other legal problems probably will be encountered in establishing the three recommended positions of Deputy Superintendent. The Constitution provides that the Board, upon nomination of the State Superintendent, shall appoint one Deputy Superintendent and three associate superintendents exempt from state civil service. Additional associate superintendents may be appointed subject to civil service. Education Code 251 authorizes the State Superintendent to employ one Deputy Superintendent. Further legal clarification is necessary.

a. Administration of Community (Junior) College Education

A new agency is recommended for the State-level administration of community college education. The chief administrative officer of this agency should be appointed by, and be directly responsible to the State's governing board for community college education. The Legislature will determine whether this governing Board will be either the State Board of Education or a new governing board devoted solely to the interests of community college education. Our study charter did not include the issue of State-level governance of community colleges so we take no position regarding the relative merits of governance by the State Board of Education or by a new board.

The new State-level administrative agency for community college education should be managed by a Chancellor of Community College Education (or a Chancellor of California Community Colleges) and five Assistant Chancellors. Such a change will enable the chief administrative officer for the State community college system to function as the top professional in an organization specifically concerned with community college education. Salary levels for the Chancellor and his five key subordinates should be set by the governing board at levels generally comparable to those of the administrative staff of the State universities and colleges and to those in other State administrative agencies.

This new administrative agency should be comprised of five units, each headed by an Assistant Chancellor. These units should provide leadership and service in the following areas:

- General and Continuing Education, Academic Transfer Education, and Community Service
- Vocational-Technical Education
- Administrative Services and Finance
- Student Services
- Research and Special Projects

Implementation of these recommendations will enhance the ability of the State to attract particularly well-qualified professional leaders to State-level administration of community college education and will result in a higher caliber of leadership and service to the

State's community colleges. A number of statutory changes will be required for implementation of the new State agency for community colleges.

b. New Positions on the Superintendent's Staff

(1) We recommend the new position of Assistant Superintendent for Departmental Program Evaluation. His role is that of assuring validity in the design of evaluation studies planned and carried out within the Department. He chairs the Departmental Research Committee which meets regularly to define possible requirements for further evaluation studies, and to discuss ways of measuring the effects of proposed projects and programs. He also is responsible for coordinating the development of a recommended Annual Report on State Public Education. This comprehensive report is issued by the Board and it represents to the public the results of the Board's and the Department's stewardship of Education.

This position probably can be established by the Board with concurrence from the Department of Finance.

(2) As soon as the changes are effected which permit the Board to appoint the State Superintendent, we recommend the establishment of the position of Assistant Superintendent for State Board Support. The key responsibilities of this position would be to assist the Superintendent in supplying administrative assistance, staff support, and secretarial help to the State Board. More specifically, he would be responsible for the arrangements for Board meetings including the agendas, background information, committee arrangements, travel schedules, and the public information function for both the Board and the Department.

He also coordinates the development of a comprehensive State Plan for public education which is updated annually. It spells out the objectives of the Board and the Department for the coming year including a description of planned programs and projects, what they are planned to accomplish, how they relate to established long-range goals and priorities for action, and what they will cost, i.e., the Departmental budget.

Since the Board is responsible for governing the State's public school system and its administrative agency, the State Department of Education, the chief administrative officer of the Department and the executive officer of the Board should be fully responsible to the Board. As long as the Superintendent is elected, the Board has no assurance that either the Superintendent or the people responsible to him in the Department will be sensitive and responsive to the needs of the Board. This violates a very fundamental principle of organization. Accordingly, we cannot, under the present circumstances, recommend that an Assistant Superintendent or any other member of the Department be charged with the potentially impossible task of serving the requirements of the State Board while being directly responsible to an elected Superintendent.

As the agency governing State-level administration of education, the Board should have the prerogative of determining its requirements for administrative assistant support. For so long as the Superintendent is elected, the Board should retain the option of utilizing a Board Secretariat, as it does now, or, of utilizing an Assistant Superintendent for State Board Support.

Neither the position of Assistant Superintendent nor that of the Board Secretariat appears to have more than budgetary problems in implementation.

(3) A Coordinator of Departmental Reorganization should be hired on a term basis to assist the Superintendent in planning and managing the implementation of reorganization. He should be appointed from outside the Department by the Superintendent with the advice and consent of the Board. It should be made clear that his employment by the Department is only on a temporary basis.

He should function as a member of the Superintendent's Cabinet, work closely with the Assistant Superintendent for State Board Support (or the Board Secretariat), and keep the Board informed regarding plans and progress. He should coordinate the four initial Departmental projects of: (a) defining a preliminary set of major programs, (b) preparing drafts of legislation required for implementation, (c) inventorying or "mapping" the Department's professional resources, and (d) developing a management information system to support program and project management.

This position probably can be funded through ESEA Title V, and no statuatory changes appear to be necessary in filling the position.

c. Disbanded Organizational Units and Key Positions

(1) The Division of Higher Education

- The Bureau of Teacher Education and Certification goes to the new Office of State Education Personnel Services and its functions are divided between the Bureau of Education Personnel Services and the Bureau of Certification Records. This change probably requires statutory changes.

- The bureaus of Adult Education and Readjustment Education are split up. The regulatory functions of each bureau go to the Audits and Approvals bureaus of the divisions of General Education and Vocational Education. Field consulting functions go to the regional offices in Vocational Education and possibly, depending on staff qualifications, to the new Bureau of Educational Development in General Education. Curriculum planning, development, and evaluation can be handled as a major program or as a sub-program in the major program of Educational Innovation Dissemination.

  Implementation will require a number of statutory changes.

- The three junior college bureaus -- General Education, Administration and Finance, and Vocational - Technical Education -- are transferred to the recommended new State agency for community college education.

  A number of statutory changes probably will be required for implementation.

(2) The Division of Departmental Administration

- The Bureau of Education Research is disbanded, but research and evaluation capabilities must be established in the following areas:

  (a) The Associate Superintendent for Departmental Program Evaluation, and his research design specialists

(b) Evaluation Consultants in the Bureau of Project Development and Evaluation in General Education

(c) Evaluation Consultants in the Bureau of Project Planning and Evaluation in Vocational Education

(d) Evaluation Consultants in the Bureau of Program Development, Evaluation, and Information Dissemination in the Division of Special Education.

Possibly this change is implementable without statutory change.

- The Bureau of Systems and Data Processing is expanded and becomes the recommended new Office of Educational Information Services.

  This appears to be implementable by Board decision.

- The Personnel Office becomes one of three bureaus in the recommended new and expanded Office of State Education Personnel Services.

  This change probably can be implemented without statutory changes. However, involvement of the State Personnel Board is highly desirable.

- The Fiscal Office is split up. The majority of its functions are transferred to the enlarged (and renamed) Bureau of Budgets and Apportionments in the (renamed) Division of Fiscal and Business Management Services. Other functions in the Fiscal Office are transferred to the Office of Departmental Supporting Services.

  This may require statutory changes.

- The Administrative (Legal) Advisor joins the Superintendent's staff.

  Implementable by action of the Superintendent.

- Publications is greatly enlarged (since the information function of the Department must be facilitated) and is transferred to the Office of Departmental Supporting Services.

  Budgetary constraints appear to be more of a problem to implementation than those in the Education Code.

- The Investigations function has been removed from the Department.

(3) Elements of the Division of Instruction

- The Vocational Education Section becomes the Division of Vocational Education. The component bureaus -- Agriculture, Business, Homemaking, Industrial, and MDTA -- are disbanded; the functions are reassigned to four recommended bureaus -- Project Planning and Evaluation, Curriculum Development, Reference and Dissemination, and Audits and Approvals -- and three regional offices in Sacramento, Oakland, and Los Angeles.

  Statutory changes are possibly necessary for implementation.

- ESEA Title III functions and responsibilities should be incorporated in the recommended major program of Educational Innovation Dissemination.

  This is probably implementable without legal problems.

- ESEA Title V functions and responsbilities should be included in the recommended major program of Departmental Development and Long-Range Planning.

  Legal problems do not appear to constrain implementation.

- The remainder of the Division is renamed the Division of General Education and reorganized into four recommended new bureaus -- Educational

Reference and Dissemination, Educational Development, Educational Audits and Approvals, and Project Development and Evaluation.

Very likely implementation will require statutory changes.

(4) The functions and skills of the Bureau of School District Organization will be importantly required in the recommended major program of District Development. Personnel not required in that major program may be reassigned to the Bureau of Administrative (or Financial Field) Services in the (renamed) Division of Fiscal and Business Management Services.

It is possible that implementation may require changes in statutes.

(5) When the position of Assistant Superintendent for State Board Support is established and filled, the incumbent can take over the public information functions now being handled through both the Board Secretariat and the Special Assistant to the Director of Education.

d. Additional Organizational Units Recommended for the Administrative Axis of the Department

(1) An Office of Departmental Supporting Services should be established. The Director of the new Office should report to the Deputy Superintendent for Administration. With the exception of Departmental budgeting, the functions and services previously supplied by the Fiscal Office should be combined with those previously supplied by the Publications Unit under the supervision of the new Director. Capacity to support Departmental publications will need to be greatly expanded. We are uncertain as to the need for statutory change in implementation.

(2) Within the (renamed) Division of Fiscal and Business Management Services, we recommend the establishment of a Business Management Services Section. The new Section Chief should report directly to the Division Chief. A new Bureau of Educational Purchasing Planning should be established to conduct and report on value analysis studies of educational materials and services. The chief of this new bureau should report to the Section Chief, as should the chiefs of the bureaus of School Planning, Surplus Property, School Food Services, and Textbooks.

(3) A new Financial Management Services Section also should be established in the Division of Fiscal and Business Management Services, and the Section Chief should report to the Division Chief. A new Bureau of Educational Financial Management (or Fiscal) Planning should be established to assist the Department in the development and use of program planning and budgeting techniques, and in the development and application of new accounting and reporting tools. Later, the Bureau probably will provide important assistance to intermediate units and school districts in the use of new techniques of financial planning and management. The chief of this new bureau should report to the Section Chief, as should the chiefs of the bureaus of Budgets and Apportionments, and Financial (or Administrative) Services.

(4) A new Bureau of Program Development, Evaluation, and Dissemination should be established in the (renamed) Division of Special Education. The chief of the new bureau should report to the Assistant Chief of the Division, and should be responsible for analyzing the need for new special education programs and services, evaluating those already established, and for developing and maintaining an information system for special education.

(5) We recommend the establishment of a set of new positions called State Educational Advisors. These are temporary or term positions to be filled (when particular needs arise) by unusually highly qualified professionals with established reputations. Advisors should be hired by and report directly to Division Chiefs or Directors of Offices. The occasional use of such Advisors is recommended for General Education, Vocational Education, Financial and Business Management, Education Information Systems, Personnel Planning and Development, and Personnel Information Systems.

e. Comparison of the Number of Management Positions in the Current vs. the Recommended Organization

Level of Management	Figure 1 Current	Figure 2 Proposed
Staff of Board and Superintendent	6	13*
Division Chief Level (includes Asst. Chiefs, Section Chiefs, and Directors of Offices and major programs)	12	22
Officer, Supervisor, or Bureau Chief Level	54	43
Total	72	78

*Includes one temporary position.

CHAPTER II

THE CLIMATE FOR ORGANIZATIONAL CHANGE IN EDUCATION

Education has been the subject of dramatically increased interest and concern in the last decade. Governmental programs at all levels and of great variety have been launched to stimulate and support the improvement of education. Our country's education enterprise is now second only to defense in the proportion of our gross national product devoted to it. Total public school expenditures alone in the year 1966-1967 are estimated at $27.8 billion, an increase of more than nine percent over last year. Expenditures per pupil from state and local sources increased approximately seven percent. Federal aid to elementary and secondary school systems was increased twelve percent this year and now totals $2.1 billion.

This chapter highlights some of the changing expectations and increasing stresses impinging on our country's educational system. These patterns of changes, as they are manifested in California, are significant factors which must be considered in any serious and comprehensive effort to conceptualize and reformulate California's State-level system of educational administration.

Education has become an increasingly important instrument of national and state policy regarding international relations and domestic, social, and economic improvement. The explosive impact of Sputnik on our instructional programs, particularly in science, mathematics, and foreign languages as stimulated by the National Defense Education Act, continues to be felt. New alliances, corps, development assistance, student exchanges, and other educational involvements of the Federal government are intended to support education in less developed countries and facilitate our participation in the world community.

On the domestic scene, it is recognized that the goal of equal opportunity for all our people will never be realized until quality education is equally available to all. Impressive national, state, and local effort is being mobilized with varying but generally positive effect to deal with the social, economic, cultural, and educational issues inherent in the problems of insuring equality of educational opportunity, contributing to our economic vitality, and winning the war on poverty. The various titles and programs of the Elementary and Secondary Education Act, the Vocational Education Act, the Higher Education Act, the Civil Rights Act, the Economic Opportunity Act, the Peace Corps legislation, and the very recent International Education Act are eloquent testimony to the fact that education is seen as the principal instrumentality through which social ills can be ameliorated and international relations advanced.

Such missions, especially when added to the more traditional goals reflecting the intrinsic value of education to the individual and society, represent tremendous responsibilities for our educational system. The additional problems involved in state and local administration of the many Federal programs (funded from and operated by several different Federal agencies) and in the coordination of related state and local programs and projects have overtaxed the administrative capacity and flexibility of our state education systems. As a result, some appropriated funds probably have not been used to best advantage. Reports from a number of agencies and states indicate that monies have been wasted; precious time has been lost, and target populations have become impatient and resentful; conflicts among agencies have created schisms, absorbed the energy, and attenuated the efforts of dedicated professionals; and too little has been learned of the differential effects of those specific programs and projects which have been implemented.

Testimonials from the United States Office of Education confirm California's educational system, including the State-level apparatus, as one of the most effective systems in the nation in responding to new opportunities and requirements. However, the experience of educators in the State, which was verified by this study, indicates that significant opportunities exist to improve the organizational effectiveness of California's State-level system of educational administration.

In addition to the issues and problems described above, other major developments and constraints (many of which were described in the report[1] of our Phase I study) compound the demands made on education systems in all states. The "knowledge explosion" is rendering obsolete much of what is being taught. Strikingly different and improved curricula, instructional materials, and pedagogy are being developed, largely as a result of massive expenditures and effort.

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[1] The Emerging Requirements for Effective Leadership for California Education, a report submitted to the California State Board of Education by Arthur D. Little, Inc., Cambridge, Massachusetts, November, 1964.

However, effort and expenditures many, many times that required for development will be required to achieve effective dissemination and widespread adoption of the new educational developments.

Research and experimentation in education, so long neglected, is beginning to get the attention and support it deserves. Reports of research and of evaluations of new educational projects and programs are increasing significantly in volume, variety, and, it is hoped, in quality. This increase, which is certain to continue, is severely taxing the capabilities of our present educational system to disseminate and utilize such information constructively.

Explosive population growth, especially in certain areas of California, generates a variety of critical problems for the schools, including school plant facility planning and construction, financing, teacher recruitment, placement of mobile student populations, and requirements for remedial and special education programs and services associated with migrant families, disadvantaged population segments, and the handicapped.

The shrinking tax base, "big city blight," and the middle and upper class exodus to the suburbs are generating racial imbalances and undesirable class stratification in student body composition among schools in most metropolitan areas. Such conditions seriously affect the ability of school districts to finance needed educational programs and services. They also provoke conflicts about integration, busing, neighborhood schools, and redistricting. It is becoming increasingly difficult to obtain teachers, specialists, and administrators of the quality and in the number required in schools located in "undesirable" neighborhoods.

The costs of education are increasing rapidly due not only to larger enrollments but also to increased costs of salaries, plant construction and maintenance, instructional materials and equipment, new innovations and mandated programs, needed professional training and retraining, new positions, debt service, and transportation. School budgets typically account for an increasing proportion of community budgets. Local property taxes are going up accordingly. School people are caught in the middle of pressures to improve the quality of education and to keep costs and taxes down.

As a result of these pressures, various administrative roles are being restructured and redefined. As William H. Curtis, President-Elect of the American Association of School Administrators remarked, "It has become a wry joke of many school administrators that they no longer worry about the three R's, but instead, they are concerned with the three B's--bonds, buses, and buildings." Accordingly, the function of a school district business manager is becoming more important. There is growing sentiment that he need not posses certification as a teacher or an administrator, but instead that his credentials attest to his preparation and proficiency in the management of business affairs. Professionally trained business managers are now adding their criticisms to those of other school administrators and observers regarding the inefficient and outmoded management practices so characteristic of our education system. Dramatic improvements are possible and are coming through the adaptation of modern management methods and technology to applications in education.

School districts and intermediate units are strangling in administrative "red tape." In our Phase I study we noted urgent pleas for relief from the increasing complexity and burden of the noninstructional aspects of educational administration and for simplification of statutes, rules, regulations, and administrative procedures relating to the State's education system.[2] The larger and well staffed districts are not as severely crippled by this "red tape" as are smaller districts less well endowed with the staff resources required to cope with "the system." As others have done before us, we recommended a study to simplify and reduce the number of restrictions in the Education Code. We are delighted to see that a study along those lines has been conducted and implementing legislation introduced. Potential changes emanating from that study plus those from this study regarding State-level organization and administration could affect significantly the quality of education in the State and the problems, cost, and effectiveness of the administrative process.

There is increasing concern at national, state, and local levels with the cultural lag in the dissemination and adoption of new, but reasonably proven, educational developments. Educational administrators in the Department and throughout the State have identified various aspects of this broad problem as being important to them.[3] They need information, guidance, and assistance. A variety of agencies, including foundations, the United States Office of Education, and universities are funding and organizing research projects and establishing programs to ameliorate this critical problem. A principal thrust of this study is to strengthen the capabilities and improve the effectiveness of the State Department of Education in coping with this problem in California. Major changes are required in organizational functions, structure, and resources. We are particularly indebted to the Departmental administrators of NDEA and ESEA Title I, Title III, and Title V programs for observations and suggestions derived from their experience.

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[2] See Appendix A: "Highly Salient Opportunities and Problems Identified by Educational Administrators in (1) County Offices, (2) Large Metropolitan Districts, (3) Districts of Intermediate Size, and (4) Small Districts" (as summarized in the Appendix of the report by Arthur D. Little, Inc., The Emerging Requirements for Effective Leadership for California Education, November, 1964).

Another extremely important issue in the administration of education systems concerns the management of human resources. This is, of course, one specific area in which more effective applications of modern management methods and technology should be made. Improved management of precious human resources will result in attracting more and better talent to education and in more effective development, utilization, and retention of that talent.

The importance of maintaining an adequate supply of highly qualified teachers and educational administrators in California cannot be overemphasized. Salaries and working conditions in education must be generally as attractive as salaries and conditions in other occupations available to present or potential educators. The professional skills of teachers and administrators should be sensitively employed in professional activities. Sub-professional tasks should be allocated to less expensive personnel. A recent report[4] forecasts teacher shortages in California, discusses the reasons for shortages, and contains recommendations for improving the situation.

Significant opportunities exist for improvement of personnel administration capabilities and practices throughout the educational system of the State--from the effective use of teacher aides in schools or dealing with collective bargaining issues in local districts to insuring effective development and discriminating utilization of professional resources or maintaining an efficient certification process in the State

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[3] Ibid., Appendix A.

[4] Teacher Supply and Demand in California 1965-1975; A Report to the State Board of Education from the Teacher Supply Study Committee, and by Arthur D. Little, Inc.; Published by the California State Department of Education, February, 1967.

Department of Education. Central to our concepts and recommendations for a new Departmental organization system is the critical need to provide for improved management of human resources throughout the State's public school system as well as within the Department.

Other important operational requirements in the management of education are related to the process through which educational goals are set and programs defined. As we indicated in our Phase I study[5], there is a critical need to improve the planning process throughout the State's educational system and particularly at the State-level. Of the seventeen key conclusions presented in our report, the following eight specifically pertain to the need for an improved planning process to meet changing educational needs:

- Although California's resources are great, the State cannot meet all educational opportunities equally. . . (It must) be concerned about allocations of finite resources against its diverse educational needs and opportunities.

- The actions and leadership potentially available to deal with the opportunities and problems in California education are fragmented and uncoordinated. . . . No clearcut pattern of leadership has emerged, and actions are not integrated into a carefully planned design.

- At all levels of educational administration in California there is need for a formal process to provide plans for educational development. . . . Planning at the State-level can provide a basis for allocating State resources for educational development. . . and the planning process can provide the vehicle for meaningful and constructive collaborations between laymen and educators.

- The California State Board of Education is both logically and legally in a position to initiate and lead State-level developmental planning for education.

- The California Department of Education, as the staff and administrative agency of the State Board of Education, has a vital role to play in the State-level planning process

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[5] Op. cit.

. . . in identifying opportunities in education and problems in pursuing opportunities that merit the State Board's attention; in performing assessments of opportunities and problems at the request of the Board to determine the extent (if any) and kind of State-level action that is indicated; in implementing plans on behalf of the State Board; and in evaluating the effect of implemented plans and programs.

The long term effectiveness of State-level efforts in educational development requires that the State Board and the State Department of Education be seen as elements in an integrated whole. The present arrangements for the selection of the State Board, the Superintendent of Public Instruction, and the key administrators within the State Department of Education permit situations to arise wherein State leadership has no clear locus, form, or direction. We strongly endorse the frequently offered recommendation that the State take steps to make the State Superintendent of Public Instruction unequivocally responsible to the State Board of Education as its executive agent.

- As it presently functions, the State Department of Education is not capable of its full potential in providing staff support to the process of educational development. Major changes are indicated.

- A process analogous to that recommended for planning at the State-level is also feasible at the local school district level. However, encouragement, support, and coordination of local planning are needed. . . . Local planning can give rise to changed emphasis in State plans, just as State planning can call attention to new priorities for local development.

- There continues to be a need for measures that will provide an improved basis for educational development in local districts. Renewed efforts to reorganize school districts still further and additional latitude and financial support for educational development in local districts are two specific measures that should be supported.

Educational development proceeds in a number of different directions to serve a variety of groups and purposes and is influenced in varying degrees and ways by a remarkably broad assortment of parties-in-interest. The amount of flux and noise in the "system" has to be experienced to be thoroughly appreciated. Our educational system must be discriminatively sensitive to the needs voiced by or apparent in various segments of our population for particular kinds of education; e.g., vocational education; compensatory education; special education for the physically and mentally handicapped, the gifted, the educationally handicapped, and those needing vocational rehabilitation; preschool education; post-secondary education; driver education; health, tobacco, alcohol and drug education; and physical education. Improved processes and means for evaluating the usefulness of such varied programs and services and for allocating time and support among them must be developed and applied.

The nature and variety of educational offerings and the ways in which they are administered are further constrained or influenced by a proliferating group of agencies and special interest groups seeking to improve things their way; e.g., the Congress; the President; Federal executive agencies; legislatures; governors; administrative agencies of state governments; boards of education at all levels; state, county, and district superintendents and their administrative agencies; institutions of higher education; foundations; an increasing variety of associations of professional educators and board members; community action groups; civil rights groups; political action groups; cultural and ethnic groups; organizations of parents; taxpayers associations; consulting organizations; labor organizations; and business and industry with vested interests in education. The list can be extended further, but we offer it and the preceding list of various types of education to illustrate the nature and magnitude of the required chores of:

(1) Accurately sensing emerging patterns of needs for and in education;

(2) Establishing meaningful and effective collaborations with various interest groups in planning for needed educational development;

(3) Assigning priorities and differentially allocating resources in an integrated, overall plan which provides truly meaningful support for opportunities and problems that really matter (as opposed to simply providing a little something for every group with a loud voice or some

political influence) and which does not foreclose opportunities for local school systems to experiment in going beyond established minimum standards and mandated programs;

(4) Developing alternative plans and programs for meeting high priority requirements so that flexibility can be maintained and significant progress achieved in spite of unanticipated conditions or constraints;

(5) Implementing plans and programs effectively under conditions of considerably less than total commitment and support; and

(6) Evaluating accurately and objectively the results of implemented plans and programs, and also the way in which implementation was managed, as a basis for planning subsequent priorities and allocations and for selecting among alternative modes of implementation.

Our present study of Departmental organization and operations has verified the key conclusions of our Phase I study. In addition, we have been supplied with additional corroboration from agencies and groups outside the Department. Further, we are convinced that the State Board of Education--acting primarily through its administrative agency, the State Department of Education, and also utilizing other sensing agents and advisory groups--should be responsible for seeing that the six chores described above are carried out. A reorganized and strengthened State Department, truly responsible to the State Board and responsive to emerging needs, should be able to assist the Board in developing and updating annually an overall, integrated State plan for education in the public schools.

The Legislature, of course, with its power to make laws and appropriate funds, is the ultimate policy maker for education in California. However, we share the alarm of a number of respected educators and political scientists which is aroused when the Legislature preempts limited school time, budgets, and staff resources with a series of statutory mandates for Statewide education programs which significantly reduce the degrees of freedom of the State Board, the Department, intermediate units and local districts to plan and implement other critically needed or valuable educational developments or programs.

It is recognized that the actions of the Legislature are intended to result in improved educational programs and services, and that they have been taken to meet unsatisfied needs. We strongly believe that a strengthened State-level agency for governing and administering public education in California will be able to identify and respond more effectively to emerging educational needs and requirements. A State plan for education promulgated by the Board can be adjusted year by year in response to dynamically changing needs and requirements; further, the Board's policies and regulations generally have the force and effect of law. On the other hand, statutory mandates are difficult to "adjust," and they may deny the State's educational system the flexibility it so desperately needs in an era of change.

We enthusiastically support attempts to revise the Education Code so as to provide greater flexibility for curriculum variation and experimentation such as the recent legislation introduced by Senator George Miller, Jr. He explains: "The intensive detail (of the Education Code) does not guarantee quality, as intended, only quantity. What was intended to be a minimum instructional program has become, instead, a total educational program." His bill, Senate Bill No. 311, would require certain subjects in grades one through six and seven through twelve, but local school boards could determine, in the light of community needs, the number and kinds of courses by which these subjects would be taught. The bill provides further flexibility by permitting the State Board of Education to release students or schools from required courses of study for specified periods of time to accommodate planned experimental curriculum projects considered worthy of testing.

State legislatures are tremendously important to education, and their decisions are critical to the strength and appropriateness of education systems in the states. Their decisions must be based upon thorough understanding of the requirements for education in individual states made possible in large measure by credible studies and representations of those requirements by responsible agencies. We take the position that, in California, the State Board of Education should be that responsible agency, depending primarily on staff assistance from the Department of Education and that the Legislature should provide for the strengthening of that agency and its staff rather than attempting to fulfill various planning and evaluation functions itself because of observed deficiencies in the way such functions have been carried out.

In December, 1966, the National Committee for Support of the Public Schools held a three-day conference devoted to "State Planning for Tomorrow's Schools." It was concerned with the politics of education and the education of politicians, and participants included leading educators, governors, and legislators. Terry Sanford, former governor of North Carolina, stated emphatically: "State legislators are more directly responsible for the future of American education than any other group in the country, including the educators. They must act before the educators can fully act. They hold the money of the principal source of support. They frame the limits and the lengths of local school board actions. They set the school district lines. They vote the taxes for the state and generally control the school board procedures. They provide the needed money for research and improvement, if it is provided, and they must provide the faith and the vision to support new ventures that promise better schooling. They cannot escape what has become the prime role in the primary business of American government."

Jesse M. Unruh, Speaker of the California Assembly, expressed the attitudes of many political leaders regarding requests for financial support of education: "In my judgment, well-informed legislators, governors, and administrators will no longer be content to know, in mere dollar terms, what constitutes the abstract 'needs' of the schools. California educators have used this tactic with our Legislature for many years with constantly diminishing success. The politician of today, at least in my state, is unimpressed with continuing requests for more input without some concurrent idea of the schools' *output*."

During the conference an *ad hoc* committee of seven legislators and four consultants met to deal with the question, "How can state legislators be helped to exercise more fully their leadership role in education?" The committee, chaired by W. Russell Arrington, president pro tem of the Illinois Senate, developed six important formal recommendations:

1. As education assumes nearly 50 percent of most state budgets, it is essential that legislatures concern themselves with this subject on a year-round-basis--not just during formal sessions.

2. Legislators should have access to the best possible information upon which to make their decisions in education. State legislatures should develop full time staffs for their education committees, and all legislators should have full access to the research findings of the staff.

3. State legislatures are responsible for establishing and operating statewide systems of education. To meet this responsibility fully, legislatures need information about the effectiveness of their state program. Legislatures should provide for evaluation of the state program so that effort may be constantly improved.

4. It is essential that state departments of education be strengthened. This means that these agencies should receive more legislative support, particularly in terms of finances. Top executives of these departments should receive salaries comparable to the top officials in local school systems.

5. It is important that legislators avail themselves of expert advice and also acquaint themselves with the broadest possible spectrum of public opinion concerning educational interests.

6. There should be regional and national conferences on education for state legislators from time to time with states providing the expenses for this purpose. Further, discussion of educational problems should be made a part of the programs at the conferences of existing national legislative organizations.

The prospects for change in California's State-level education system recently have been stimulated further. A report[6] released January 1, 1967, by Assemblyman Charles B. Garrigus, Chairman of the Assembly Committee on Education, is critical of the existing system and recommends significant changes. We believe our study of educational systems, and particularly our work in California, qualifies us to make certain observations and endorsements of the findings and recommendations presented by the Committee.

1. We heartily concur that the present system of State-level educational administration must be improved and that lines of responsibility between the State Board of Education, the State Superintendent of Instruction, and

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[6] The Tangled Web: A Study of State and County Educational Administration in California, by the Assembly Interim Committee on Education, Charles B. Garrigus, Chairman; Assembly of the State of California, January, 1967.

the State Department of Education must be clarified. We trust that this report will contribute to that end.

2. We are on record as recommending that the State Superintendent be appointed by the State Board and serve as its executive agent and chief administrative officer of the State Department of Education. This should eliminate any confusion regarding the Superintendent's policy-making duties or authority. It would also serve to clarify his role and the context of his position in making representations to the Legislature or other groups. We also concur with the "grandfather clause" provision regarding the incumbent State Superintendent at the time the required constitutional amendment is passed.

3. Our study and experience suggests that intelligently and carefully appointed state boards are generally more satisfactory than popularly elected state boards. In particular, elected boards appear to engage in conflicts with legislatures more often than appointed boards, and the difference is even more apparent where there is legislative participation in the selection process.

   We suggest that, if changes are made in the present method of appointing the California State Board of Education, consideration be given to having the Governor appoint the members from a list of candidates selected by the Legislature or a committee of the Legislature. Since it is usually easier for a large group to agree on a list of several candidates than on the selection of a single person, the decision process probably will be simplified. In addition, by nominating the list of candidates, the Legislature can determine the level and nature of qualification of any Board member finally selected.

   It is impossible for us to predict whether either the method proposed by the Committee or that suggested above will be seen by the people of the State as providing "a measure of greater popular control over the selection of members of the State Board of Education" than the present method. However, either method would have the advantage of legislative participation in the selection process, a factor of potential importance to education since the credibility of the State Board in its recommendations to the Legislature is apt to have important influence on the actions taken by the Legislature.

The Committee report acknowledges that major State educational policy is set by the Legislature and that "the State Board of Education is not a true policy-making body, but merely interprets and effectuates legislative policy." This suggests (and we concur) that the State Board's role is largely executive, i.e., recommending policy, developing plans, making decisions, interpreting policy within a broad policy framework, and governing the State's public education system and its administrative agency. Therefore, in our opinion, the Governor, as the chief of the executive branch of State government, should be responsible for the final selection of State Board members.

We support the recommendation of the Committee that the ten members of the State Board of Education each be appointed for a term of ten years and that their terms overlap so that one new Board member would be appointed every year. However, we do not support the Committee's recommendation to require that "at least five members of the State Board of Education shall have formerly served for at least two years on a local school district governing board." Such a requirement is too prescriptive; it significantly limits the number of candidates who might otherwise be exceedingly well qualified and valuable members of the Board. It encourages undesirable tendencies, which we have noted in some other states, for an individual Board member to represent the interests of his local district and those of his constituents (since he was elected to the local board) rather than those of the state as a whole.

4. We support the recommendation of the Committee for the establishment of a citizens' commission to carry out a comprehensive study and submit recommendations to the Legislature regarding a possible master plan for an administrative structure for public education in California. (Emphasis is added to insure that our support is not seen as extending to the development by a citizens' commission of a "master plan" for educational

programs and services, the proper responsibility of the State Board.) We urge, however, that action on recommendations of this study of the organization and operation of the State Department of Education not be deferred until the proposed citizens' commission completes its study.

5. We support the principle of elected boards at both intermediate unit and local school district levels as the governing and policy-making bodies and of superintendents appointed by those boards as administrative officers of the boards.

6. We join with the Assembly Interim Committee in complimenting the Committee of Ten[7] on a very comprehensive and constructive effort. We had hoped that the report of the Committee of Ten would go further than it did in recommending specific consolidations of offices of county superintendents into fewer, larger, and potentially stronger intermediate units. We believe that the Committee of Ten's concept of the "flexible intermediate unit" (various combinations of county offices joined to finance and administer a common project over an indefinite period of time) is quite valid and useful. However, we do not believe that the consolidation of county offices into larger intermediate units would prohibit joint, flexible arrangements among such strengthened intermediate units.

   We continue to affirm the general suggestions in our Phase I study [8] and support the recommendations of both the Committee of Ten and the Assembly Interim Education Committee that intermediate units take on more responsibility for direct service, consulting assistance, quality assurance, and coordination of efforts among local districts, functions which have been concentrated in the State Department of Education. The

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[7] The Committee of Ten. The Future of the Intermediate Unit in California. Visalia, California: American Yearbook Co., September, 1966. A study sponsored by California Association of County Superintendents of Schools, and County Boards of Education Section of California School Boards Association.

[8] Op. cit.

> text of this report is replete with specific suggestions of this sort. However, we wish to caution against sweeping statewide or across-the-board transfers of increased responsibilities to all intermediate units. A number of intermediate units are obviously not prepared at this time to cope with broadened functions and enlarged responsibilities. A survey sponsored by the Committee of Ten found significant variability in both the availability and the quality of service rendered to local districts by county school offices. Enlarged functions and broader responsibilities should be assigned to intermediate units only to the degree that each is or becomes capable of providing the specific type and level of service required. The mission of assisting in the strengthening and development of intermediate units is, of course, a major responsibility of the State Department of Education. Further, the Department should continue to supplement the various capabilities of intermediate units in serving local school districts so long as significant needs remain unmet.

This chapter has touched on some of the major developments and stresses affecting our education system generally and specifically in California. Opportunities and problems are emerging at a rapidly accelerating rate and are having an unprecedented impact. We no longer can expect administrative structures and processes which were developed largely in periods of comparative stability and simplicity to cope effectively with educational problems in an era of change and increased complexity. The need is both critical and urgent for significant changes in the organization and operation of educational administration at the State-level in California.

CHAPTER III

A RECOMMENDED ORGANIZATIONAL SYSTEM FOR EDUCATIONAL ADMINISTRATION AT THE STATE-LEVEL

A. BACKGROUND

We have determined the need for and are recommending significant changes in the State-level administration of public education in California. The organization structure we propose is derived from careful considerations of what State-level administration of education in California must do. This "functional" approach to organization planning involved the following steps:

(1) Making a first order approximation or "model" of the existing system of State-level educational administration; determining the pattern of emerging requirements, the nature of the system, and the functions being carried out by the various elements in the system, how, where, when, and why;

(2) Diagnosing and analyzing important problems and deficiencies in the operation of the system; determining what needs are not being met, why, and the implications for refining the model and redressing the system;

(3) Redefining State-level missions, functions, processes, tasks, and skills required to meet emerging needs and unsatisfied requirements;

(4) Integrating these redefined functional requirements into a new, rational organization system at the State-level; and

(5) Testing the validity and the operational feasibility of the proposed new organizational system, making necessary adjustments, and recommending steps to be taken in implementing reorganization.

We are confident that this approach is sound, but we feel obliged to indicate the limitations of our study and to suggest some things that it is not. First, our study is focused on State-level administration. Specifically, we were to address the organization and operations of the State Department of Education and the associated issue of its relationships with the State Board of Education. The scope of our study did not include the charter to recommend an administrative structure for the State's entire system of public education. The need exists for such a study (as recommended[1] by the Assembly Interim Committee on Education) and we believe the study also should include considerations of financing. The results of this study and that by the Committee of Ten[2] represent important but separate and limited contributions which should be incorporated in such an ambitious undertaking.

Second, before beginning our work, it was mutually determined with the State Board's Committee on Department Reorganization that the scope of our study would not include consideration of alternative ways of governing community (junior) college education in the State. Therefore, our recommendations are limited to State-level administration of community college education. (The California Coordinating Council for Higher Education sponsored a study of State-level governance of community college education and key recommendations from that study are noted in Chapter VIII.)

Finally, the report of our study should not be regarded as a detailed and enduring blueprint, even for State-level educational administration. New developments and changing conditions which we cannot foresee undoubtedly will require adjustments in the State-level organization from time to time. We have, of course, tried to "build in" flexibility and the capacity for self-correction in our recommended system so as to accommodate new requirements as well as to correct for possible errors in our judgment. It is impossible for us to predict accurately the precise number of staff personnel and the mix and levels of professional skills which will be required in the Department since capacity requirements are directly related to the scope of undertakings and the policies under which work is to be carried out, both of which are only partially controlled within the Department. The exact number of staff in the various units will need to be determined by management in the light of changing work loads. We offer guidelines and suggestions for staffing patterns rather than detailed blueprints. We endorse the practice of maintaining a low minimum number of permanent staff and complementing this core group, as required, with professionals hired on a temporary or term basis to serve on ad hoc task forces or to meet unique and transitory needs.

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[1] The Tangled Web: A Study of State and County Educational Administration in California, by the Assembly Interim Committee on Education, Charles B. Garrigus, Chairman; Assembly of the State of California, January, 1967.

[2] The Committee of Ten. The Future of the Intermediate Unit in California. Visalia, California: American Yearbook Co., September 1966. A study sponsored by California Association of County Superintendents of Schools, and County Boards of Education Section of California School Boards Association.

B. MAJOR FUNCTIONAL REQUIREMENTS OF THE NEW ORGANIZATION

The State-level system of educational administration must be organized so as to insure that the following major functions are effectively carried out:

1. Sensing emerging needs for educational development in the State and for related changes in the State's educational system.

The identification and definition of opportunities and problems confronting California education is a function shared with intermediate units and local districts, and with a variety of other agencies and parties-in-interest. However, the State Department of Education is the agency primarily responsible for collating, patterning, and interpreting information of this sort on a Statewide basis.

This sensing function requires: (a) evaluative instruments and capabilities to detect or diagnose the nature, extent, and etiology of problems; (b) knowledge (information) regarding improved conditions, results, and practices elsewhere; and (c) effective cooperation and communication among the parties-in-interest so that required information and the appropriate human and material resources can be mobilized in analyzing needs and in suggesting courses of action. As implied above, no agency or group has an exclusive franchise on the function of sensing problems and proposing solutions. Any number can (and do) participate and information and suggestions can be injected at any level in the system. The system must be designed to capitalize upon existing sensing capabilities, compensate for those capabilities which are lacking, distinguish between the urgent needs and those which are not so urgent, and interpret and translate requirements for educational development into appropriate plans and programs.

2. Assigning priorities and allocating resources among areas of discovered need in the context of comprehensive and integrated State plans for education.

The Department is primarily responsible for collecting and interpreting data regarding emerging educational needs and opportunities. This information and data will continue to come from national and regional levels, but it increasingly will come from local districts and intermediate units as their capabilities are developed and strengthened. The Department then recommends priorities and possible strategies for action to the State Board. Strategies recommended to the Board should include alternative suggestions for programs and projects planned to achieve defined objectives within specified budgets in the context of a long-range plan. The Board reviews and further interprets the Department's conclusions and recommendations in the light of its own values and other information available to it. It sets policy within limits prescribed by the Legislature, assigns priorities, adopts plans, and allocates resources within its prerogatives. It makes and justifies recommendations to the Legislature regarding ultimate policy planning, appropriations, and other necessary legislation.

If these two critically important major functions are to be carried out effectively, three new instruments are required: (a) a long-range Master Plan for public education in California, (b) a comprehensive Annual Report of recent educational activities undertaken by the State, and (c) a State Plan for specific actions to be taken in the immediate future.

The long-range Master Plan should enunciate the educational philosophy of the State Board, define the long-range educational goals of the Board, and recommend and justify their adoption by the Legislature as the educational goals of the State. Priorities for action should be indicated and justified. Strategic plans for achieving defined goals should be developed and represented in the Master Plan. The time frame considered in the Master Plan should be at least ten years. Plans and programs for the near term future (the next two to four years) will, of course, be more definitive than those for the more distant future. The long-range Master Plan should be periodically updated and revised as conditions change, new problems and opportunities arise, goals are achieved, and as the Board's perception of the State's educational needs changes.

The comprehensive Annual Report should represent to the people of California the results of the stewardship of the State Board of

Education and the Department in the last year. It should report on specific current educational needs of the State, the programs and activities which were or are being carried out to meet those needs, the results of very recent efforts, and the scope and nature of requirements as yet unmet. It should indicate the progress, or the lack of it, made toward achieving the long-range educational goals defined in the Master Plan and the short-term objectives defined in the more detailed State Plan.

The State Plan for education should be updated and issued annually. It should build on the information developed and presented in the recent Annual Reports, and it should be directed toward the achievement of long-range goals articulated in the Master Plan. It should define short-term objectives and their priorities, and it should describe the plans for achieving them. Programs and budgets should be planned in considerable detail and justified to the Legislature and other governmental agencies. The Departmental budget should be based on envisioned programs and activities and it should be incorporated in the State Plan and supported by the State Board.

Such instruments, if carefully developed and widely distributed, could be extremely useful in mobilizing public interest in and support of education. They would provide a more meaningful context in which local districts and intermediate units could plan, and they would serve as a vehicle for involving various "publics" or parties-in-interest in collaborative educational planning efforts. These tools should prove useful in focusing necessarily limited State resources on the more significant problems and areas of opportunity, and should assist in minimizing the waste of resources through scattered, poorly integrated, and underfinanced efforts. In particular, such instruments would provide a more systematic means for identifying requirements and for justifying proposals to a variety of governmental agencies important to education in California, e. g., the Governor, the Legislature and its various committees and staff agencies, the Department of Finance, the State Personnel Board, the Department of General Services, and the United States Office of Education.

The State Board of Education should be responsible for the development and promulgation of these three instruments, utilizing extensive staff assistance from the Department in their planning and development. This will require improved linkages between the Board and the Department, and new organizational capabilities within the Department. Specifically, improved organizational resources will be needed for the processes of evaluation, information processing and reporting, long-range planning, and comprehensive program planning and budgeting.

Both the State Board (as the governing and policy making agency for public education) and the State Superintendent (as the executive officer of the Board and chief administrative officer of the public school system) should actively support and interpret the contents of these instruments to the general public, educators, and other agencies of government.

3. Providing for the design of new instructional programs and services, and the stimulation and support of new educational developments to meet discovered needs.

The initial development of major, comprehensive curriculum revisions and reconstructions probably will continue to be financed and managed by agencies other than the State. The State Board, through the Curriculum Commission, regional educational laboratories, and by means of *ad hoc* task forces and study groups (which should include representation or staff assistance from local districts, intermediate units, and the Department) investigates the appropriateness of possible new curricula (e.g., the "new math"), minimum standards for instructional programs, criteria for courses of study, and textbooks; and it adopts or recommends those which appear to meet the educational needs of the State. It is imperative that teachers and other groups of professional educators be significantly involved in such investigations and deliberations.

Since a great deal of important educational development must take place outside the "umbrella" of Statewide curriculum and textbook adoptions, provision must be made for its stimulation and support. A few examples of areas in which such development takes place include: compensatory education, Project Talent, vocational education, experimental courses and classes, instructional television, school planning and construction, special education, and various pupil personnel services.

Planning for educational development takes place and is financed at local district, intermediate unit, State, and Federal levels (among others); and improved coordination is required. The provision of appropriate "stimulation and support" is a complex management process involving both policy planning and administration, and includes the effective mobilization and use of information, talent, facilities, and funds from a variety of sources, plus the elimination of unnecessary constraints, at all levels and in ways which are responsive to priorities of need. The Department, as the administrative agency of the State Board, has a critically important role in this major State-level function. Our recommendations for strengthening and reorganizing the Department are directed, in large measure, toward the improvement of capabilities required to carry out this function more effectively.

4. Evaluating both new and established educational programs and services, the ways in which such programs and services are planned and administered, and requirements for redirecting allocations of human and material resources.

Increasing emphasis is being placed on evaluation by a number of agencies financing or adopting new educational developments. It is a State-level responsibility to see that this major function is effectively carried out. However, evaluations actually may be carried out by a local district or a consortium of districts, by one or more intermediate units, by *ad hoc* task forces or units at various levels and locations in the Department, or, in special cases, by agencies and groups outside the Department on contract to the State Board or the Department.

Educational programs and services should be designed to achieve specific objectives related to established priorities. It is important that evaluation studies be carried out not only for the purpose of measuring results and comparing relative efficacy in serving priority needs, but also to appraise the effectiveness of administration and the appropriateness of allocations of talent and funds.

It is important that such evaluations be: (a) carefully planned and coordinated, (b) conducted with maximum objectivity, and (c) designed in meaningful and valid ways. The Department should function as the principal coordinating agency in arranging for appropriate evaluations. Its capabilities for designing and objectively carrying out evaluative studies should be significantly strengthened and enhanced. In addition, mechanisms for disseminating information on the results of evaluation studies must be further developed and improved.

5. Facilitating the dissemination of information regarding new instructional programs and services and their effects.

Responsibility for carrying out this function is shared among the local district, intermediate unit, and State levels of administration. Important information is also being generated by universities, foundations, regional educational centers and laboratories, supplemental educational centers, and other agencies. Data on the results of experimentation and from various evaluation studies must be reported, collected, interpreted, and effectively distributed to all appropriate parties-in-interest. While various agencies contribute and share information, collation and Statewide distribution of information is a major responsibility of the Department. Demonstrations of useful educational developments should be conducted and supported (through various funding sources) throughout the State. Intermediate units and local districts, usually in cooperation with Departmental personnel, develop plans for the demonstrations, but the conduct of demonstrations is principally at the district level.

6. Encouraging and supporting the adoption of new educational developments and improved instructional programs and services.

With the exception of State mandates for curricula, programs, and textbooks, decisions to adopt new educational developments are responsibilities of local districts. Assistance, support, and encouragement for upgrading educational programs and services comes from intermediate units and, as required, from the Department and the United States Office of Education. The Department is primarily responsible for the allocation and administration of Federal and State funds, for providing direct service, coordination, and consulting assistance to local districts requiring help in areas where intermediate units are weak, and for assisting in the development of strengthened capabilities in such intermediate units.

A process vital to this function of providing State-level encouragement and support is that of exercising leadership. We do not mean "leadership" in the nebulous sense that clutters poorly written position descriptions or much of the literature regarding educational administration. We refer instead to the interpersonal and professional influences that State Board members and Departmental personnel bring to bear on other individuals and parties-in-interest that result in constructive action, i.e., getting things done which are truly important to education in the State. For example, if improved curricula and pedagogical methods are adopted or recommended for the State, comprehensive programs may need to be organized to assist teachers in becoming knowledgeable and competent in the new approaches; new sets of supplementary and instructional materials may need to be developed for both pupils and teachers; appropriate financing must be assured for teacher training and the development, production, and distribution of required materials; and teacher preparatory institutions may need to revise their programs in order to produce new teachers thoroughly grounded in the new approaches. Effecting changes as significant and comprehensive as those mentioned and developing collaborations with all agencies necessary to effect such comprehensive changes requires leadership of the highest order.

7. Assuring the quality of educational offerings in accordance with legislative mandates and as required by regulations of the State Board.

Quality assurance is an important responsibility of educational administration at all levels. The development of instruments and means for collecting information necessary for quality assurance is the responsibility of the Department. The tasks of monitoring the process of reporting quality assurance information at local levels, i.e., insuring the accuracy and validity of reported information, should be delegated to intermediate units where appropriate capabilities exist, or assumed by Departmental personnel where such capabilities are lacking. The Statewide collation, interpretation, and reporting of quality assurance information is a responsibility of the Department.

If the major functions of State-level educational administration described above are to be carried out most effectively, a number of improvements must be effected in management processes, in organizational relationships and structure, and in the functional capabilities of the Department. Our conceptualization of a new organizational system at the State-level was influenced by a number of critical operational requirements:

1. To improve the quality of the relationships and the effectiveness of the linkages between the State Board and the Department;

2. To improve the quality of Departmental staff assistance to the Board and facilitate the use of such professional assistance by the Board;

3. To focus increased attention on and apply more and better organizational resources to long-range and comprehensive planning for education;

4. To reduce confusion and inefficiency in planning and managing new programs, particularly those (a) funded from Federal or multiple sources, (b) requiring the use of professional skills from more than one division, and (c) serving population segments which traditionally have been "targets" for other divisional programs and services;

5. To catalyze and support innovation and educational development, and the dissemination and adoption of promising developments;

6. To enhance Departmental capabilities for organizing and operating an educational and a management information system, and in serving both internal and external requirements for information;

7. To extend Departmental capabilities in the management of human resources important to education (both within and outside the Department) and in capitalizing further upon existing resources and skills in intermediate units, local districts, universities, the Department, and various other agencies;

8. To stimulate more ideas and constructive ferment in education and provide for more experimentation;

9. To ameliorate "divisionalitis" and facilitate the use of multidisciplinary teams within the Department, and to extend the use of qualified professionals from outside the Department in developing and evaluating new programs and services;

10. To insure the design and use of appropriate evaluation techniques and systems in appraising the results of programs, the need for continuance, and the possibilities of reallocating resources and reassigning responsibilities;

11. To further the use of program planning and budgeting within the Department and extend additional business management services to "clients" in the State;

12. To rearrange organizational groupings in line with current functional requirements and the need for improved efficiency; and

13. To improve and extend internal Departmental supporting services.

A common factor in all seven major functions of the State-level system of administration described earlier, and in many of the important requirements for improvement listed immediately above, is the critical need for "information processing" capabilities, very broadly defined, of a high order. It is helpful to conceive of the Department as a switching center in a giant, complex information network, much of which it must design and manage. It must be responsive to requests for information and information services from a tremendous number of clients representing different interests and manifesting different concerns, i.e., it must function as a comprehensive and efficient inquiry system. Not only must the Department collect and disseminate basic data and trends regarding social conditions and values, manpower requirements, the learning process, teacher needs and teacher conditions, population changes, facility requirements, educational economics and finance, educational offerings, and characteristics of the products of schools, but it must also digest and translate such information into reports of present and future needs. These reports must be distributed to appropriate potential users, including intermediate units and local districts, and assistance must be provided, as necessary, in interpreting the significance of such information in the light of interests and needs of the users.

This information system is concerned with data from a variety of sources which is collected in a number of ways including, among others, regular reports from various elements in the education system regarding routine monitoring of programs and adherence to minimum standards, through meetings and conferences, from reports of workshops and seminars, from Departmental evaluation studies, and significantly from published literature on new trends, developments, and research results. Some of the most creative and potentially important information sensing is done by people in local districts, intermediate units, and the Department, in various combinations and interactions, who synthesize their observations and share them with others. Contacts and linkages with universities, educational research and development centers, regional educational laboratories, educational research information centers, and "lighthouse" schools both in and outside the State provide means of obtaining information regarding educational developments and their effects. The Department sponsors, sometimes conducts or participates in, and publishes results of special studies. It helps put people with questions and people with expertise in contact with each other and catalyzes the interaction. The Department should not be viewed or represented as the primary originator of new knowledge, but instead should be regarded as a collector, compiler, synthesizer, interpreter, disseminator, stimulator, and facilitator of the use of new knowledge. (Some significant exceptions to this general statement are recognized, e. g., evaluation studies conducted by Departmental personnel, and major programs to develop new preschool or adult education offerings and services.)

Our proposed new organizational system responds to this critical functional requirement by placing new emphasis upon the skills, manpower, responsibility and commitment, and the organizational structures and linkages required for the sensing, collating, evaluating, storing, retrieving, disseminating, and interpreting of information for use by those interested in and responsible for public education in California.

A second important and pervasive factor in the functional requirements of the State-level administrative system is the need for increased capacity to respond quickly to identified problems and opportunities, and to mobilize effectively the resources most relevant to understanding and solving the problems and exploiting the opportunities. This requires organizational flexibility much greater than that afforded by traditional organization styles and structures in state departments of education, particularly, if the spectrum (mix and level) of skills required to deal effectively with a complex problem is to be applied in the amounts and at the times appropriate. The proposed organization structure affords opportunity for greater flexibility in the selective use and development of professional skills within various elements of the Department and in the identification, mobilization, and use of specialized skills from many other sources.

C. A NEW ORGANIC ORGANIZATIONAL SYSTEM FOR STATE-LEVEL ADMINISTRATION

An "organic" system is one in which the operational or functional characteristics and the structural configurations of an organization system are both (a) highly interdependent, and (b) related specifically, i. e., "custom designed," to the essential functions and tasks which must be performed in carrying out the mission(s) of the organization system. In general, state departments of education are composed of organizational units which individually are oriented toward carrying out specialized functions, but interdependence among such units is typically decidedly lacking.

The previous discussion in this chapter of the major functional requirements of the State-level administrative system for public education in California indicates the need for considerably more interthe task is both complex and usually new to the company's experience, it requires special management attention; because it is usually important to the company's welfare, it requires special management emphasis.

The life span of a project may be as short as a few weeks or it may extend for a number of years. Short-lived projects may be staffed simply by borrowing personnel from various functional areas to serve on an ad hoc task force on either a full-time or a part-time basis. In such cases the borrowed personnel may never be formally transferred to the project organization. However, for long term projects the borrowed personnel are usually transferred to the project organization and typically their jobs are not held open for them in the functional departments from which they came.

The project organization approach in industry is usually most applicable to important one-time undertakings which are: (a) unique or unfamiliar to the organization, (b) complex in terms of the interdependence requirements among representatives of various disciplines or functional departments, and (c) definable in terms of specific goals and objectives. Frequently, project organizations are mobilized to conceptualize and produce a new product, in which case the emphasis is phased sequentially on research, development, evaluation and testing, and production.

In a recent article[3] C. J. Middleton discusses the process of setting up a project organization in industry. After surveying the uses and results of both traditional functional organizations and project organizations in a number of aerospace companies, he concludes that, "Functional organizations often cannot accomplish unusually complex or markedly different projects because of these conditions:

- No one in a functional organization besides the company or division manager is entirely responsible for project costs and profits. Functional department executives are concerned only with doing specialized work within budget.

- Functional departments often are jealous of their prerogatives, and fight to promote and preserve their specialties rather than work toward a unified project objective.

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[3] "How to Set Up a Project Organization," C. J. Middleton, Harvard Business Review, March-April, 1967, p. 73.

dependence in comprehensive planning, in the utilization of a broader spectrum of talent in dealing with important issues, and in more effective management of complex programs and projects, particularly those involving personnel drawn from two or more divisions and from outside the Department. Organizations significantly concerned with large, unique, and complex projects or programs require a style of management and a set of management processes and capabilities different from those which are organized along traditional lines of functional specialization.

In industry, the traditional form of a functionally specialized organization is based on the expectation of a continuous flow of basically similar products and services. Different functional areas (e. g. , engineering, marketing, production, and procurement) of a company are frequently able to achieve high degrees of efficiency due to the learning opportunities afforded by repetition of similar processes and increased familiarity with the same or similar materials, information, problems, products, and people. Members of the organization are reinforced in their learning of specific behavior patterns and they become accustomed to the various routines of the organizational system. As a rule, as such learning takes place, functional specialization increases, the division of labor among and within functional areas becomes more refined, and work patterns and operational systems become institutionalized. In the absence of significant internal or external pressures for change, the organization "jells" and achieves a rather stable equilibrium.

In the last few years a number of companies have found it advantageous to depart from the traditional functional form of organization and set up what are typically called "project organizations" to handle special assignments such as investigating the feasibility of establishing a new business, developing a new product line, or servicing the unique requirements of new customers. For example, Douglas Aircraft Company, Lockheed, and The Boeing Company established extensive project organizations in their competition for the C5A transport aircraft program. In each company project managers borrowed, transferred, or hired large numbers of employees and specialists from various functional areas within the company and from the outside in order to mount a significant and comprehensive effort in the competition. After Lockheed was awarded the contract, the other two companies dissolved their project organizations.

Ordinarily, a project organization in industry is responsible for completing an assigned complex task on schedule, within certain cost and profit specifications, and to established standards. Because

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- The total perspective of a project is lost among functional departments. They can be guilty of 'tunnel vision'—that is, a concern for only their own portions of the task without regard for the impact of their actions on the company and on the project.

- More and faster decision making is required on a new project, and it is slowed by passing interdepartmental problems to the top through all levels of functional departments. This process often delays important project decisions or prevents them from being made.

- Functional departments performing repetitive tasks often lack the flexibility and responsiveness necessary to cope with new and rapidly changing project requirements."

From his survey of the advantages and disadvantages of the project organization approach and his analysis of the responses of 47 aerospace companies, Middleton reports the following results:

Major Advantages	Percent of Respondents
Better control of the project	92%
Better customer relations	80
Shorter product development time	40
Lower program costs	30
Improved quality and reliability	26
Higher profit margins	24
Better control over program security	13

Other benefits reported included:

1. Better project visibility and focus on results.

2. Improved coordination among company divisions doing work on the project.

3. Higher morale and better mission orientation for employees working on the project.

4. Accelerated development of managers due to breadth of project responsibilities.

Major Disadvantages	Percent of Respondents
More complex internal operations	51%
Inconsistency in application of company policy	32
Lower utilization of personnel	13
Higher program costs	13
More difficult to manage	13
Lower profit margins	2

Other disadvantages reported included:

1. Tendency for functional groups to neglect their job and let the project organization do everything.

2. Too much shifting of personnel from project to project due to changing priorities.

3. Duplication of functional skills in the project organization.

In establishing a project organization, its size, structure, and the management and functional elements necessary for project control are governed by the desires of top management and by company and project circumstances. A project which is drastically different from the normal business of a company generally will require a more self-sufficient project team than projects familiar to the functional departments. Companies which are rigidly organized along functional lines and which have difficulty in obtaining effective joint collaboration across departmental boundaries or among specialized functions ordinarily will establish more complete project organizations under the direct supervision of the project manager than those companies which are accustomed to multidepartmental efforts.

The form of a project organization can evolve and change radically over the lifetime of the project. Middleton describes four general classes of project organizations:

1. An individual project organization consists of only one person—the project manager. He exercises project control through the heads of functional departments whose personnel perform all the work on the project. No activities or personnel (except clerical support) report directly to him on a line management basis.

2. In a staff project organization, the project manager is provided a staff to exercise control through activities such such as scheduling, task and funds supervision, and change control, and to carry out any functions unique to the project, such as testing or site activation. Functional departments still perform the primary tasks of engineering, procurement, and manufacturing.

3. An intermix project organization is established when some of the primary functions are removed from functional departments and are assigned to report directly to the project manager, along with staff functions.

4. Under an aggregate organization, all departments and activities required to accomplish a project report directly to the project manager.

In order for project organizations to be successful: (a) the project manager must possess superior leadership ability and managerial skill, (b) he must have achieved a high position of responsibility, (c) the position of project manager must be one of high status, i. e., his salary, benefits, title, and influence must be commensurate with those of managers of functional departments, (d) he must report to a manager who is on the same level as the manager to whom functional managers report, (e) the extent of his authority over the project and his role in working with and through functional managers must be defined, and (f) he must be supported by top management in his dealings with functional managers.

The effects on a company resulting from widespread adoption of the project organization approach are often startling. One company (described by Middleton in his article[4]) found that while total company employment was reduced slightly, the number of managers nearly doubled. The number of employees for every supervisor dropped from 13. 4 to 12. 8. This trend is associated with the increased need for more effective management as companies embark on new business ventures, develop products which are unique to their established lines, and "bet their future" on the success of new, large, complex undertakings.

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[4] ibid.

We have found that the increased management attention resulting from effective and extensive use of project organizations has a number of effects which we believe are vitally important to the Department of Education:

1. Careful and comprehensive planning is emphasized and the rapid and efficient mobilization of necessary resources is facilitated.

In order to survive in a rapidly changing industry, a company must be able to move fast in capitalizing on what may be transient opportunities. A project manager and his planning staff usually can select and assemble critical information, talent, financing, materials, and equipment more effectively than can be done by the dispersed functional department managers whose orientations may be different and whose time and attention may be otherwise engaged.

2. Budgeting and cost control is usually more effective.

Improved program budgeting and accounting techniques are usually developed and applied to project management. Coordinated and systematic follow-up assures effective use of available resources.

3. Tasks are better defined and performance is more closely monitored.

Because of the critical importance of the performance of people, personnel administration and management development systems must operate most effectively. In those industries affected by knowledge explosions, by significant changes in the state of the art, and by consequent rapid technical and professional obsolescence, provision must be made either for personnel development and renewal or for significant turnover.

4. Action is typically initiated sooner to prevent or correct problems.

Special management information systems are frequently utilized to detect changes in the market or in the competitive environment, to provide feedback information regarding progress to performance budgets, and to evaluate the quality and acceptance of output.

5. Project organizations usually can evolve and change more readily than functional organizations in response to changing conditions.

The flexibility inherent in a project organization facilitates its transformation to a full-fledged division or the transfer of standardized and repetitive processes back to functional departments if it is successful. On the other hand, if its purpose is fulfilled, if the project is unsuccessful, or if its usefulness declines or ends, it can be phased out or terminated with minimum trauma to the parent organization.

It is obvious that these attributes and effects are important to State-level educational administration, particularly in the light of our earlier discussion of the major functional requirements of the State-level administrative system. It should be noted, however, that the use of the project organization approach is not feasible for all organizations. It certainly is not a panacea for managerial deficiencies. It requires a high order of management skill, the use of advanced management techniques, a high degree of cooperation, and willingness to change traditional styles of work and management on the part of project team members, project managers, and managers of functional departments.

It is often necessary to guard against overemphasis of the project organization approach and overenthusiasm for it, particularly on the part of customers and clients. Large numbers of project organizations in a company produce confusion and compound management problems. Personnel shifted frequently and continually from project to project are not able to make effective contributions and eventually become discouraged and disenchanted with the concept. Overattention to projects and the consequent requirement for immediate and short-term planning detracts from the attention which should be applied to long-range planning. (Further discussions of the concept of project organization and its application can be found in the references[5,6,7,8] listed below.)

We are recommending an organic organizational system for State-level educational administration in California which is based, in part, on tested applications of the project organization concept in modern corporations, particularly in those industries characterized by (a) rapid technological change, (b) a very high proportion of professional personnel, (c) varied programs and product lines requiring large investments in development and evaluation, and (d) the use of multidisciplinary teams for indeterminate periods of time where teams are composed of professional personnel who are obtained from a variety of functionally specialized units in the company and where personnel may participate (on a part-time basis) in two or more concurrent projects. We trust that the reader is already drawing analogies in the light of our prior discussion of the major functional requirements and improvement needs of the Department.

1. Recommendations for Change at the Top of the State-level System for Educational Administration

In making our recommendations we have assumed the continuation of the following three conditions regarding the governance of public education in California:

- Members of the State Board of Education are laymen (reimbursed for expenses only) with limited time availability due to other full-time interests or occupations,

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[5] "Making Project Management Work," John M. Stewart, Business Horizons, Fall 1965, p. 54.

[6] "The Project Manager," Paul O. Gaddis, Harvard Business Review, May-June, 1959, p. 89.

[7] Summary of Project vs. Functional Organization Survey, a report prepared by the Materials Procurement Committee, Aerospace Industries Association, February, 1963.

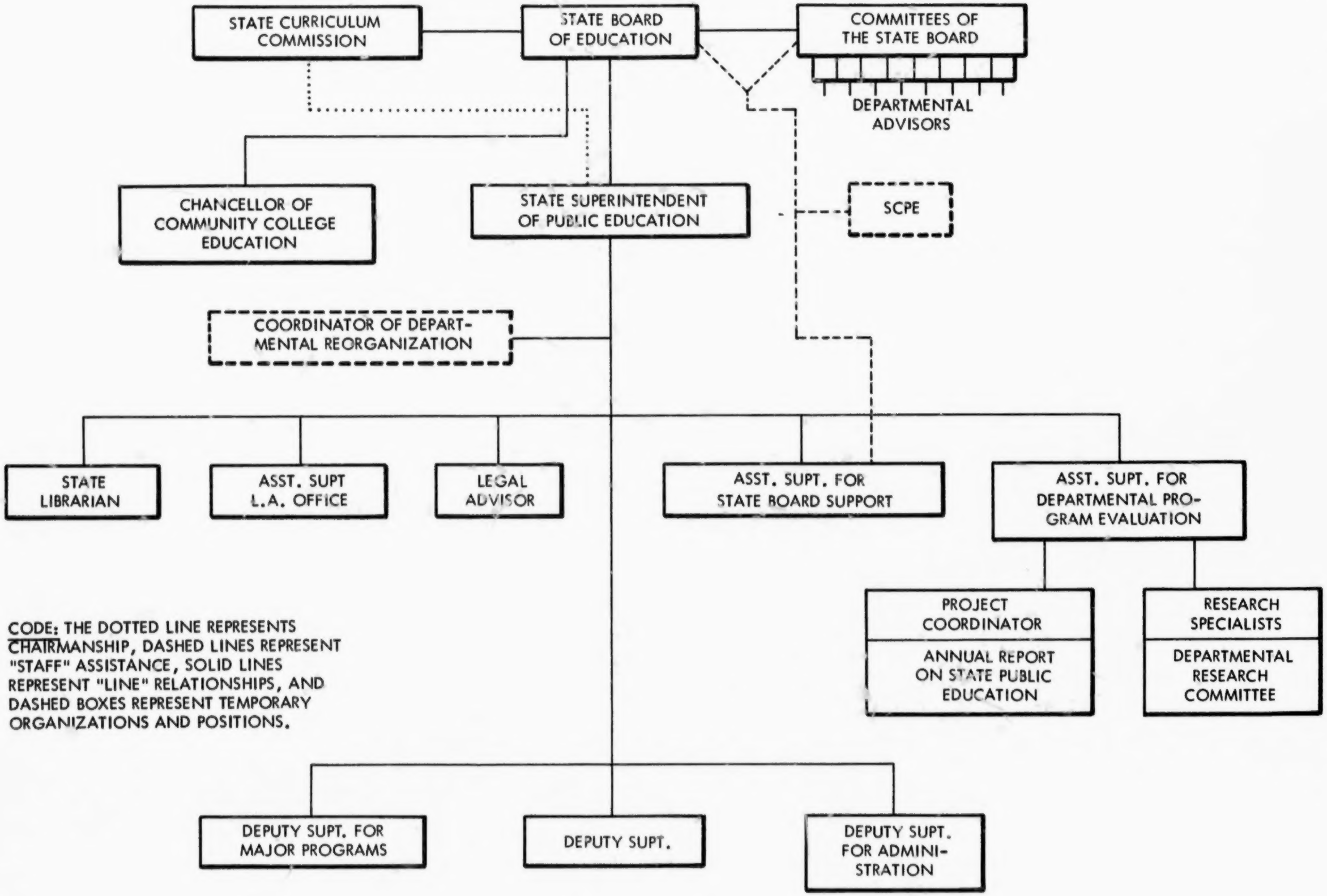
[8] Impact of a Project Structured Organization on Administrative Matters, General Dynamics/Astronautics, Eighth Engineering Administrative Conference, San Diego, California, June 1, 1963.

and with no independent means for handling the staff or secretarial work associated with Board responsibilities.

- The State Board continues to be responsible for recommending and adopting Statewide curricula, textbooks, and minimum education standards.
- The State Board continues to be responsible for the governance of community (junior) college education.

Figure 3 on page 56 depicts the superstructure of the State-level organization we recommend for the governance and administration of public education in California, given the three assumptions stated above. However, we make a hard and fast recommendation for this organizational arrangement only if the State Superintendent is hired by and responsible to the State Board of Education and functions as its secretary, executive officer, and chief administrative officer of the Department and the State's public school system. We strongly recommend that all necessary steps be taken as early as possible to effect such a change in the relationship of the State Superintendent to the State Board. In addition, we recommend that at the time the position of the State Superintendent is made appointive and responsible to the Board, the title of the position be changed from State Superintendent of Public Instruction to that of State Superintendent of Public Education in order to: (a) enhance the visibility of the change, (b) suggest a closer relationship with the State Board of Education, (c) differentiate between his responsibility for public (precollege) education and the responsibility of the Chancellor of Community College Education, and (d) suggest overlap and closer kinship with the concerns and activities of the several divisions and offices in the Department, most of which will have the term "Education" or "Educational" in their titles.

The present situation (in which the State Superintendent is popularly elected) makes it impossible for the governing board to control its executive officer and insure effective administration. This represents a violation of a very fundamental principle of organization. The potential for conflict in this situation is all too apparent and results in confusion of purpose and dissipation of energy, time, and opportunity. The numerous opinions from various attorneys general over time attest to the continued seriousness of the problem as do the actions of the Legislature in moving into what is perceived as a chaotic situation. The increased demands on the State Superintendent resulting from needed and recommended changes in the Department's organizational system will require improved relationships with the State Board and


STATE CURRICULUM COMMISSION
STATE BOARD OF EDUCATION
COMMITTEES OF THE STATE BOARD
DEPARTMENTAL ADVISORS
CHANCELLOR OF COMMUNITY COLLEGE EDUCATION
STATE SUPERINTENDENT OF PUBLIC EDUCATION
SCPE
COORDINATOR OF DEPARTMENTAL REORGANIZATION
STATE LIBRARIAN
ASST. SUPT L.A. OFFICE
LEGAL ADVISOR
ASST. SUPT. FOR STATE BOARD SUPPORT
ASST. SUPT. FOR DEPARTMENTAL PROGRAM EVALUATION
PROJECT COORDINATOR
ANNUAL REPORT ON STATE PUBLIC EDUCATION
RESEARCH SPECIALISTS
DEPARTMENTAL RESEARCH COMMITTEE
DEPUTY SUPT. FOR MAJOR PROGRAMS
DEPUTY SUPT.
DEPUTY SUPT. FOR ADMINISTRATION

CODE: THE DOTTED LINE REPRESENTS CHAIRMANSHIP, DASHED LINES REPRESENT "STAFF" ASSISTANCE, SOLID LINES REPRESENT "LINE" RELATIONSHIPS, AND DASHED BOXES REPRESENT TEMPORARY ORGANIZATIONS AND POSITIONS.

FIGURE 3

RECOMMENDED SUPERSTRUCTURE OF THE STATE-LEVEL ADMINISTRATIVE ORGANIZATION more time devoted to Departmental administration. Additional effort also will be required in developing, integrating, and interpreting program proposals, plans, and results to the State Board, and to representing the position and plans of the State Board to various agencies and parties-in-interest to education.

a. Means of Providing Staff Assistance to the State Board

After changes are effected in the California Constitution which permit the State Superintendent to be hired by and fully responsible to the State Board, we recommend that an Assistant Superintendent be appointed to assist the Superintendent in providing administrative assistant support and secretarial help to the State Board and its members. We suggest the title of Assistant Superintendent for State Board Support. Consistent with our recommendation for the employment of all professionals who report to the Superintendent or to a Deputy Superintendent, he should be an exempt employee appointed by Superintendent with the advice and consent of the State Board. His term of appointment should be coincident with that of the Superintendent.

The Superintendent should, of course, be responsible for insuring that the Department functions effectively as the administrative agency of the State Board and that the Board receives all necessary support and assistance. However, he should delegate to his subordinate, the Assistant Superintendent for State Board Support, the direct responsibility for satisfying the Board's needs for: (a) administrative assistance, (b) secretarial help, (c) assistance in managing the scheduling and logistical arrangements for meetings of the Board and its committees, (d) systematic and appropriate information flow to and from the Board, (e) any necessary coordination in planning and providing professional staff support from the Department to the Board, and (f) facilitation of communication among State Board committees and between the committees and the Departmental advisors to individual committees. While the Assistant Superintendent should be solicitous in satisfying the Board's requirements for assistance, he also should be careful to keep the Superintendent informed of the Board's requirements and of his plans for meeting them. Specific tasks assigned to the Assistant Superintendent should include the following:

1. Makes arrangements for State Board meetings and assists Board members in preparing for meetings of the Board and of its committees. This includes making travel and schedule arrangements, cross-checking and

confirming such arrangements between Board members and various Departmental personnel, and undertaking special data gathering assignments for the Board and its members.

2. Expedites the planning and administration of Board meetings. This includes incorporating the agenda items planned by the Superintendent and his Cabinet into the final agenda format and schedule, and providing for any other special presentations desired by the Board from agencies or persons outside the Department. Agenda items should be planned and arranged so as to assure adequate attention to matters of critical concern to the Board, to the Department, and to the public schools of the State. Briefs on agenda items from Departmental staff should be combined with those prepared by the Assistant Superintendent, including lists and descriptions of the background of persons to be heard, and made available to Board members and the Superintendent in advance of meetings.

   He should work to maintain the efficiency of the Board, conserve the time of Departmental staff appearing before the Board, accommodate travel schedules of invited speakers, and provide hearings for others as appropriate. He should assist the President of the Board in maintaining the agenda schedule and should be available as an aide to both the President and the Superintendent. Above all, there is a need for the Assistant Superintendent to reschedule agenda items quickly and sensitively as unforeseen events occur and departures from schedule become apparent, and to communicate such changes to scheduled speakers as early as possible.

3. Collects, screens, collates, abstracts or condenses as required, and provides any necessary contextual background for the information directed to or requested by the Board other than that requested of the Superintendent and the Departmental staff.

4. Prepares news releases and executes the public information functions of the Board and the Department; and develops material for the use of Board members in public statements and speeches.

5. Plans, develops, and maintains a Board Policy Manual which provides a logical framework for recording and codifying policies, resolutions, rules, and regulations as they are adopted so that a more integrated set of policy statements will be available for quick and easy reference.

6. Upon requests of Board members, attends meetings, conferences, and hearings as an alternate or substitute; and maintains liaison contact with various groups and agencies important to education in California.

7. Under the immediate direction of the Superintendent and in close cooperation with other Cabinet members and Departmental staff, assists the Board in preparing and issuing an annual State Plan for public (precollege) education in California. (This recommended new instrument is discussed on page 39 of this chapter.)

8. In cooperation with the Superintendent and the Departmental staff, develops plans six months to a year ahead for preparing and presenting information to the Board which is most relevant to established or emerging priorities of need.

9. Works closely with the Assistant Superintendent for Departmental Program Evaluation in planning the development of the Annual Report on Public Education in order to insure that the Annual Report adequately covers the elements in the previous year's State Plan. He also insures that the evaluative results and contents of the previous year's Annual Report are thoughtfully considered in developing the State Plan for each year. (See page 38 for the discussion of the Annual Report.

10. Maintains close coordination with the Deputy Superintendent for Major Programs, and particularly with the Program Manager for Departmental Development and Long-Range Planning, to insure that the Annual State Plan is responsive to the goals and priorities established by the Board and adopted in the long-range Master Plan for public education. (See page 38 for the discussion of the long-range Master Plan.)

11. Provides information and logistical assistance to

Departmental advisors of Board committees and to the various Board-appointed commissions, task forces, and study groups as needed and requested.

12. Supervises, on behalf of the Superintendent in his capacity as Secretary of the State Board, the production and distribution of Board agendas and background material, the development of summaries of Board proceedings, and the transcribing of offical minutes of Board meetings. He should provide any needed secretarial assistance to Board members at or between meetings. He should be permitted to enlarge, at least with temporary help, the secretarial staff serving the Board. (The two ladies now engaged in typing, reproducing, and distributing the mass of paper work to the Board are literally swamped with work. Since the work load is so great, the transcription of minutes of Board meetings is two and one-half years behind.)

The responsibilities and tasks of the Assistant Superintendent for State Board Support are obviously too great for one person to handle. In our opinion, he will need two other professional staff personnel and at least four secretarial staff to carry out the work described above.

As noted earlier, our recommendation for an Assistant Superintendent for State Board Support is contingent upon the change in the California Constitution which will permit the State Superintendent to be appointed by a fully responsible to the State Board. We are convinced that under an appointed Superintendent, an Assistant Superintendent who is a ranking professional in the Department and a member of the Superintendent's Cabinet would be in the best possible position to assist the Superintendent in providing necessary coordinative and administrative assistance to the State Board.

However, under present conditions the State Superintendent is elected to office and therefore is not fully responsible to the Board even as the Chief Administrative Officer of the Department. (An extended discussion of this issue is presented later in this chapter. An excellent historical and detailed presentation of this and other related issues has been written by Johnson.[9]) Under these conditions there is no assurance that a member of the Departmental staff will be properly responsive to the requirements of the Board for assistance. Therefore, until such time as the Board acquires the authority to appoint the State Superintendent, we cannot recommend that an Assistant Superintendent or any other member of the Department be charged with the potentially impossible task of serving the State Board while being directly responsible to an elected Superintendent.

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[9] Development of the Central State Agency for Public Education in California: 1849-1949, by Leighton H. Johnson; The University of New Mexico Press, Albuquerque, 1952.

It is impossible for the State Board to function effectively without very considerable close, sympathetic, and cooperative administrative and secretarial assistance. The State of California, in our belief, cannot afford to have its State Board of Education function at less than a very high level of effectiveness. Since the Board is charged with the responsibility of governing the adminstration of public education in the State, it should have the prerogative of determining its requirements for administrative, coordinative, informational, and secretarial support.

Therefore, we recommend that, until the Board is able to appoint the State Superintendent, it retain the option of choosing between two modes of obtaining the administrative assistance it requires:

1. Utilizing a member of the Department's professional staff such as the Assistant Superintendent for State Board Support, in which case the organization structure will be as represented in Figure 1; or

2. Appointing and utilizing a Board Secretariat similar to that now serving the Board, in which case the organization structure will be as represented in Figure 4 (See page 62).

The Board Secretariat now consists of three full-time persons: a Special Consultant to the Board (who occupies the exempt position allocated to the State Curriculum Commission--an organization constituted by the Board in accordance with statuatory provisions), a Public Information Officer of the Board (the exempt position allocated to the Board), and an intermediate stenographer.

If, under present arrangements for selecting the State Superintendent, the State Board continues to utilize a Board Secretariat, the mission of the Secretariat should be that of providing administrative and general staff assistance to the Board which supplements that from the Superintendent and the Department. It should be clear that the role of the Secretariat does not supplant that of the Superintendent, nor should

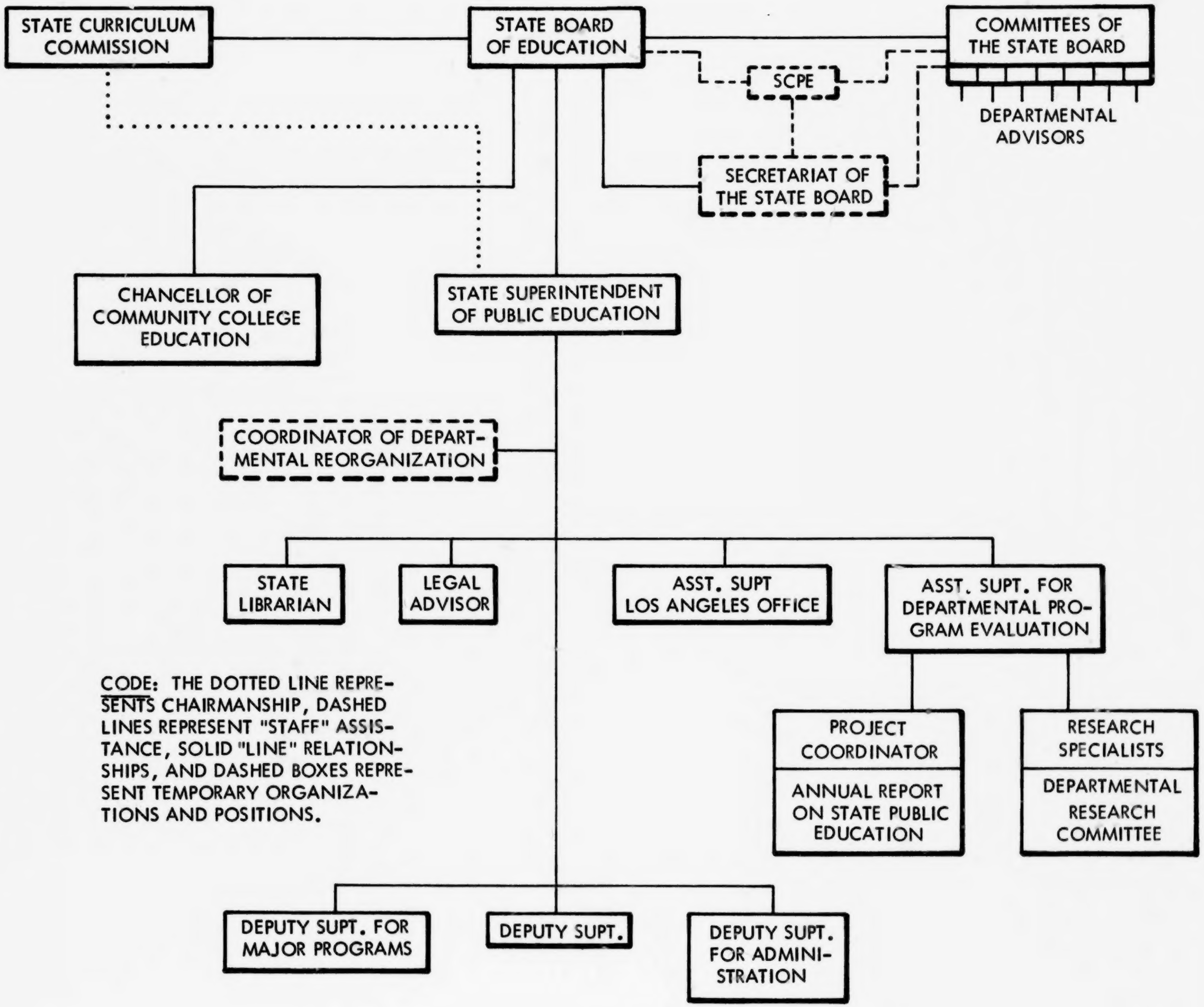
STATE CURRICULUM COMMISSION
STATE BOARD OF EDUCATION
COMMITTEES OF THE STATE BOARD
DEPARTMENTAL ADVISORS
SCPE
SECRETARIAT OF THE STATE BOARD
CHANCELLOR OF COMMUNITY COLLEGE EDUCATION
STATE SUPERINTENDENT OF PUBLIC EDUCATION
COORDINATOR OF DEPARTMENTAL REORGANIZATION
STATE LIBRARIAN
LEGAL ADVISOR
ASST. SUPT LOS ANGELES OFFICE
ASST. SUPT. FOR DEPARTMENTAL PROGRAM EVALUATION
PROJECT COORDINATOR
ANNUAL REPORT ON STATE PUBLIC EDUCATION
RESEARCH SPECIALISTS
DEPARTMENTAL RESEARCH COMMITTEE
DEPUTY SUPT. FOR MAJOR PROGRAMS
DEPUTY SUPT.
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FIGURE 4

OPTIONAL ALTERNATIVE RECOMMENDATION FOR THE SUPERSTRUCTURE OF THE STATE-LEVEL ADMINISTRATIVE ORGANIZATION it embrace the management or supervision of professional activities or contributions of Departmental personnel in support of the Board or its committees.

The Assistant Superintendent, under the direction of the Superintendent, would be in a logical position to, and should, schedule and coordinate activities of Departmental personnel in support of the Board and its committees. By contrast, the Board Secretariat should stay out of the administrative channels of the Department and should not attempt to coordinate activities of Department staff except to schedule appearances on Board and committee agendas.

It is obvious that the situation involving an appointed Superintendent and an Assistant Superintendent for State Board Support is organizationally much "cleaner" and affords less opportunity for conflict and confusion in defining and discharging required responsibilities than that of an elected Superintendent and a Board Secretariat. This is particularly true with regard to the responsibility for developing an annual State Plan for precollege education in the State (and also for the development of a long-range Master Plan and the Annual Reports). Under present circumstances, the Department, under the direction of the Superintendent, should draft the Master Plan and the State Plans, using the major program manager of Departmental Development and Long-Range Planning as the coordinator of the planning process. The State Board should consider, test, and possibly revise the draft, using the Board Secretariat to arrange for obtaining other information and suggestions from sources outside the Department.

If the Board continues to utilize the Secretariat, one member of the Secretariat should be designated as the chief and be responsible for seeing that the responsibilities and tasks recommended for the Assistant Superintendent for State Board Support (with the exception of those requiring intervention in Departmental administrative affairs) are properly carried out. It is likely that the work load required to discharge these recommended and enlarged responsibilities will require the addition of another staff man. If, in fact, the work load does justify another man, he should be hired on an exempt, or possibly on a temporary, basis so that the position can be terminated if the Board acquires the right to appoint the Superintendent or elects to utilize a member of the Department for the purpose of providing administrative assistance. We suggest that so long as the Board Secretariat exists, the Superintendent delegate the supervision of the two secretaries who are wholly concerned with work for the Board to the Chief of the Board Secretariat who should assign priorities, balance the work load, and hire temporary secretarial help to ameliorate the overload in the Sacramento headquarters and to provide secretarial assistance to Board members who need it.

b. The State Board of Education

The mission of the State Board is to (a) govern the State system of public and community college education, the State Department of Education, and the recommended new administrative agency for community college education; (b) initiate long-range planning; (c) define long-range goals, priorities, and comprehensive plans; (d) recommend policy goals and plans to the Governor and the Legislature; and (e) set policy, establish programs, and adopt rules and regulations within limits and according to the charter established by the Legislature. The Board's major concern is with the availability, appropriateness, and quality of public and community college education throughout the State. It acts to insure equality of educational opportunity and to upgrade the quality of education by setting and enforcing certain minimum standards.

We recommend that the members of the State Board of Education continue to be appointed by the Governor, but that (a) such appointments be made from a list of candidates selected by the Legislature, (b) each of the ten Board members be appointed for a term of ten years, and (c) that the terms of Board members overlap so that a new member is appointed every year. These conditions would provide for the important involvement of the Legislature in the selection process and for the more effective conservation and utilization of knowledge and experience gained by Board members "on the job."

The Board should insure that the following seven major functional requirements of State-level educational administration (discussed earlier in this chapter) are fully met and effectively carried out:

1. Sensing emerging needs for educational development in the State and for related changes in the State's educational system.

2. Assigning priorities and allocating resources among areas of discovered need in the context of comprehensive and integrated State plans for education.

3. Providing for the design of new instructional programs and services, and the stimulation and support of new educational developments to meet discovered needs.

4. Evaluating both new and established educational programs and services, the ways in which such programs and services are planned and administered, and requirements for redirecting allocations of human and material resources.

5. Facilitating the dissemination of information regarding new instructional programs and services and their effects.

6. Encouraging and supporting the adoption of new educational developments and improved instructional programs and services.

7. Assuring the quality of educational offerings in accordance with legislative mandates and as required by regulations of the State Board.

The legal charter of the State Board is a combination of Constitutional provisions and legislative statutes. A list of the principal (but not complete) responsibilities and tasks of the State Board is presented as Exhibit 1 on page 101. The State Board conducts its business during the proceedings of its regular monthly two-day meetings and in meetings of State Board committees which are scheduled for evenings during the two-day meetings and at other times which are scheduled as demands require.

The purposes of the committee system of the State Board are to conserve and make the most effective use of Board time, develop increased efficiency and greater depth of knowledge and understanding by working in smaller, specialized groups, and increase the effectiveness of State Board-Department linkages and interactions. The Board committee system recently has been consolidated — reducing the number of standing committees from thirteen to nine, one of which is a subcommittee — and it now appears to be more workable and suited to current interests and requirements.

The need for establishing a new committee or terminating existing ones will change and should be evaluated by the Board with advice from the Superintendent and his Cabinet, and in the light of information from or action taken by other agencies and parties-in-interest to education, e. g., the State Committee on Public Education (SCPE), the Board Secretariat (if one exists), legislative bodies, professional associations, and the United States Office of Education. For example, the recent action taken by the Congress in adding Title VI to the Elementary and Secondary Education Act suggested the need for particular Board attention to Special Education to insure that the programs and projects stimulated by and funded through Title VI get appropriate public support and are planned so as to mesh effectively with activities in programs of compensatory education, vocational education, and general education. A subcommittee of the Board was established to deal with such issues. The names and the composition of recent and earlier Board committees are shown in Exhibits 2 and 3 on pages 104 and 105.

Standing committees of the Board are each provided with professional staff support by Departmental advisors. Appointments of such advisors should be made by the Superintendent with the advice and agreement of the chairman of each committee. Departmental advisors act as executive secretaries to Board committees and direct the staff work of the Department necessary to support the deliberations of the committees. At times the Departmental advisors will need to work with the Assistant Superintendent for State Board Support (or the Board Secretariat) in planning and scheduling meetings, reports, and participation by other resource persons. However, the main line of communication and staff support should be between the committee chairman and the advisor assigned to the committee.

In general, Departmental advisors should be deputy or associate superintendents, or the equivalent, and should represent the highest possible professional qualifications in the Department in a given committee's area of interest. Alternates should be appointed from the levels of assistant division chief, section chief, or bureau chief to insure adequate back-up and staff work.

When a member of the State Board also holds membership on another education council or board, e.g., the Coordinating Council for Higher Education, Regional Laboratory Board, or similar agencies, the Superintendent, with the approval of the Board member, should appoint an appropriate member of the Department staff to assist in briefing, supporting, and preparing the Board member for meetings of such groups. The Board member may elect to have this professional aide serve as his alternate on the outside council or board; or, if more appropriate, he may choose to have the Assistant Superintendent for State Board Support (or the Chief of the Board Secretariat) represent him in his absence. For ad hoc committees of the Board, such as the Committee on Department Reorganization, the Superintendent, or an alternate designated by him and approved by the Board, should function as an advisor and as the principal liaison contact with the Department.

An appropriately qualified member of the Department should be designated by the Superintendent, after considering recommendations from appropriate members of his Cabinet, to represent the Department on each committee appointed by the State Board to serve the Curriculum Commission in developing recommended courses of study. The Superintendent also should designate qualified Departmental personnel as liaison contacts with or, with the approval of the Board, as members of any special committees or task forces established by the Board. In the case of such Board-created study groups as the State Committee on Public Education (SCPE), communication and liaison should be maintained among the committee and its staff, the Board, and the Department by the Assistant Superintendent for State Board Support. If there is no such Assistant Superintendent, communication and liaison with the study group or committee should be maintained by both a top level member of the Department (appointed by the Superintendent) and the Chief of the Board Secretariat.

Because of the confusion surrounding issues and decisions regarding the involvement of Departmental personnel with various commissions, committees, study groups, and task forces established by the State Board, a special committee was set up to develop and recomment to the Board a suggested framework of relationships and processes to be followed. We were represented on this special committee and the product of its deliberations is presented as Exhibit 4 on page 106. After the draft was developed, we perceived opportunities to broaden the scope of the considerations embraced in it. Rather than limiting the suggested procedures to issues of "instruction", we suggest that they be applied to the more general issues of "education," "educational offerings," or "educational processes and services" so as to involve more of the Department's activities, concerns, and responsibilities. We recommend adoption by the Board of the modified draft presented as Exhibit 4.

The State Committee on Public Education (SCPE) has been established by the State Board, using ESEA Title V funds, partly as a result of suggestions from our Phase I study[10] for an improved State-level planning process, and from a later Arthur D. Little, Inc., study which recommended a survey project "to review the array of educational problems and opportunities, conduct statewide investigations, identify high priority areas, assess desirability of State action, and recommend to the Board allocations of effort on desirable action programs."[11] It was envisioned that this survey project would provide the substantive basis for the preparation by the State Board of a master plan for educational development. The Title V Ad Hoc Committee in existence at the time reworked our suggestions and recommendations and proposed a committee and a charter for it to the State Board. The Board then authorized and established SCPE which is still operative.

We believe that the activities of SCPE will have a significant and positive effect on education in California, particularly as they stimulate both educators and laymen, and as they contribute toward the development by the Department and the Board of a comprehensive plan for education which is oriented toward agreed upon long-range priorities. However, we question the desirability of continuing SCPE, or its equivalent, on a permanent basis. There is the possibility that it, like any other permanent organization, will "institutionalize" its role and pattern its functions so that it becomes less of a stimulus and, therefore, less valuable.

We suggest that the funding and operation of SCPE be discontinued after current project plans are completed, including the summary report and recommendations, for a period of approximately three years. After such a lapse, we suggest that consideration be given to reestablishing it, or something similar to it, drawing again on some of the same key people but adding to them with a new mix of talent, interests, and perspectives. The reestablishment of such an agency should occur only after an evaluation of the benefits derived from SCPE, but we believe that such a renewal for a period of approximately three years would again be beneficial and have incrementally greater impact (being new and somewhat different). The lapse would permit a reallocation of funds to other discovered priorities of need or to other means of stimulating new thinking and planning in education, e.g., the State Educational Advisors which are recommended and discussed in Chapters IV, V, VII, and IX.

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[10] Emerging Requirements for Effective Leadership for California Education, Arthur D. Little, Inc., November 1964.

[11] Memorandum to Members of the Federal Aid Committee of the California State Board of Education, Arthur D. Little, Inc., October 6, 1965.

There is a recognized need and an expressed desire for improvement in several processes and for reorientation of several functions at the interface between the State Board and the Department in order to:

- Enhance the effectiveness of the linkages between the Board and the Department
- Develop a more comprehensive and clearly defined policy planning system for the Board
- Strengthen the Cabinet as a coordinating agency for synthesizing data suggesting needs for policy changes, planning and recommending policy and programs to the Board, and implementing and monitoring the effect of policies and programs approved by the Board
- Redirect more attention and emphasis on the part of both the Department and the Board to a more comprehensive and long-range planning process for education

The Board also should have as a goal withdrawal from direct administrative involvement in the Department. Just as the emphasis within the Department should be in the direction of planning and developing policy alternatives for the Board, the Board's concern should be with making and interpreting policy (including the approval of major programs, Federal projects, and their budgets) and assessing the effect of policy actions, and not with administrative decisions regarding the approval or design of limited projects, personnel appointments in Departmental middle management, or administrative directives to various programs. Associated with recommended withdrawal from administration must be the upgrading of Departmental staff work so that the Board may be assured by the Superintendent and the Cabinet that Board policy is followed, that all practical alternatives are explored and presented in policy development studies, and that the Board's viewpoint is represented in communications with other agencies. The Department's role in this process is to develop and present a wide range of thought provoking and thoroughly studied alternatives based on the best available data.

c. The State Superintendent and His Cabinet

Earlier in this chapter we strongly recommended that the State Board be given the prerogative of appointing its executive officer and chief administrator of the Department. This recommendation has been made or endorsed by various agencies and officials and by a succession of consultants. Except for the wording of the Superintendent's title, we endorse the recommendation of Allen and Briner to change Article IX, Section 2 of the California State Constitution to read:

> "The State Board of Education shall appoint and fix the term and compensation of a Superintendent of Public Instruction who shall serve at the pleasure of the Board as its executive officer."[12]

The Office of the Attorney General (41 Ops. Cal. Atty. Gen. 105), in one of a series of opinions delivered on the matter, stated:

> "This general survey of the constitutional and legislative provisions relating to the powers and duties of the State Board of Education, the Superintendent of Public Instruction, and the Department of Education demonstrates that the Legislature has made it clear that the ultimate governing and policy making body for the department and its officers and employees (including the deputy and associate superintendents of public instruction appointed pursuant to section 2.1 of Article IX of the Constitution) is the State Board of Education. *Without ultimate control over the conduct of the officers and employees of the Department of Education, the State Board of Education cannot insure the implementation of its policies (emphasis added).*"

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[12] *A Study of the Educational Provisions of the California State Constitution*, Prepared for the Constitution Revision Commission of the California Legislature, Hollis P. Allen and Conrad Briner, January, 1966.

A summary statement in the same opionion reads:

> "This analysis of the respective powers and duties of the State Board of Education and the Superintendent of Public Instruction once again underscores the long-recognized problem existing in this area. It would be fruitless here to discourse upon the difficulty of requiring a policy-making board appointed by the Governor to have its policies carried out by and through an individual who is elected by the people."

Article IX, Section 2, of the Constitution provides for a Superintendent of Public Instruction who shall be elected by the people. However, the duties of the Superintendent are not enumerated in the Constitution. Accordingly, with the possible exception of Section 2.1 of the same Article which provides that the Board, on nomination of the Superintendent, has the authority to appoint one deputy and three (later amended to provide for more than three) associate superintendents for four year terms and who are exempt from State civil service, the Superintendent of Public Instruction has no identifiable powers other than those that may be found in statutes enacted by the Legislature. (41 Ops. Cal. Atty. Gen. 105)

Quoting further from the same opinion:

> "The statutes respecting the duties of the Superintendent of Public Instruction are primarily set forth in Chapter 2 of Division 2 of the Education Code. Section 251 authorizes the superintendent to employ one deputy superintendent and necessary clerical and expert assistance and authorizes him to fix the compensation of 'all statutory and other employees as provided by law, except as otherwise provided.'
>
> Section 252 provides that:
>
> The Superintendent of Public Instruction shall execute, under the direction of the State Board of Education, the policies which have been decided upon by the board and shall direct, under general rules and regulations adopted by the State Board of Education, the work of all appointees and employees of the board.

Section 253 sets forth the basic duties of the Superintendent of Public Instruction.

The Superintendent of Public Instruction shall:

(a) Superintend the schools of this State.

(b) Prepare, have printed, and furnish to teachers and to all officers charged with the administration of the laws relating to the public schools such blank forms and books as may be necessary to the discharge of their duties, including blank teachers' certificates to be used by county and city and county boards of education.

(c) Visit the several orphan asylums to which state appropriations are made, and examine into the course of instruction in the asylums.

(d) Visit the schools in the different counties, and inquire into their condition; and the actual traveling expenses thus incurred, not exceeding one thousand eight hundred dollars ($1,800) per annum, shall be allowed, audited and paid out of the General Fund in the same manner as other claims are audited and paid.

(e) Authenticate with his official seal all drafts or orders drawn by him, and all papers and writings issued from his office.

(f) Have bound, at the state bindery, all valuable school reports, journals, and documents in his office, or received by him.

(g) Deliver over, at the expiration of his term of office, on demand, to his successor, all property, books, documents, maps, records, reports, and other papers belonging to his office, or which may have been received by him for the use of his office.

In contrast to the provisions of section 158 concerning the contents of the State Board of Education's biennial report to the Governor (a requirement noted in Exhibit 1 at the end of this chapter) section 261 sets forth the contents of the report that must be submitted to the Governor by the Superintendent of Public Instruction. That section provides as follows:

The Superintendent of Public Instruction shall report to the Governor, on or before the 15th day of September, preceding each regular session of the Legislature, a statement of the condition of the public elementary and secondary schools, and other educational institutions supported in whole or in part by the State and under the jurisdiction of the Department of Education.

He shall accompany his report with tabular statements, showing:

(a) The number attending public schools, and the average attendance.

(b) The amount of state school funds apportioned, and the sources from which derived.

(c) The amount raised by county, city and county, and district taxes, or from other sources of revenue, for school purposes.

(d) The amount expended for salaries of teachers, for building schoolhouses, for district school libraries, and for incidental expenses.

Education Code section 351 et seq. sets forth the nature and structure of the State Department of Education. Section 352 provides that:

The Department of Education shall be administered through:

(a) The State Board of Education which shall be the governing and policy determining body of the department.

(b) The State Director of Education in whom all executive and administrative functions of the department are vested and who is the executive officer of the State Board of Education.

> The Department of Education shall be conducted under the control of an executive officer known as the Director of Education (section 353) and the State Superintendent of Public Instruction is ex-officio Director of Education (section 354). Other than the Division of Libraries, the establishment of divisions within the State Department of Education can only be done by the State Board of Education upon recommendation of the Director of Education (section 362)."

The Constitution, in providing for an elected Superintendent of Public Instruction, makes no mention of the Superintendent's role as the executive officer of the State Board or as the chief administrative officer of the Department. Such duties and responsibilities have been established by legislative statute, and in confusing and overlapping references and allocations of responsibilities to the Superintendent of Public Instruction (section 252) and the State Director of Education (section 352).

Until the Constitution is changed and in order to permit the State Board full freedom in selecting its executive officer and chief administrative officer of the Department, the Legislature might see fit to revoke current limiting or prescriptive laws in this regard and allow the Board the option of appointing either the elected Superintendent of Public Instruction or another person of its choice as its executive officer. Presumably, however, the elected Superintendent would continue to hold the prerogative of nominating deputy and associate superintendents as stated in the Constitution.

We recommend that the mission of the State Superintendent should be to (a) serve as an executive officer of the State Board of Education; (b) manage the Department of Education as its chief administrative officer and provide all necessary administrative assistance and support to the State Board; (c) provide administrative leadership to the State's public school system; and (d) serve as the State-level professional spokesman for public precollege education. We recommend further that the State Board be empowered to appoint the Superintendent, establish his term of office, and fix his compensation at a level commensurate with the responsibility of the position and comparable to that of the best paid administrators of public education in the State.

The important position of State Superintendent calls for a broadly knowledgeable and respected educational leader who possesses a high order of managerial skill. He must be an effective exponent of the needs of public education to the Board, for the Board, and in interactions with the general public, professional educators and boards, the Legislature, the Governor, and with other Federal and state agencies. He should be able to synthesize creatively the best thinking of researchers and educators both within and outside the Department in contributing to the deliberations of the Board and other agencies and groups. He must be sensitive to and enunciate the requirements of the State's public schools as well as the developmental needs of the Department. He should insure that the capacities of the Department are utilized effectively in supporting the Board's planning responsibilities and in achieving established policy goals.

The outwardly directed responsibilities of the Superintendent are manifold. He must represent the Board and the Department to a wide variety of "publics" or parties-in-interest to education. (We do not imply, however, that an individual who is an elected Superintendent should not have the right to express his own views as Superintendent of Public Instruction to such publics.) At the present time the office of Superintendent of Public Instruction is represented by official invitation, regulation, or law as an officer, board member, or trustee of nearly 50 organizations or agencies. Such State-level representation is quite important. However, in view of the critical importance of the Superintendent's internal management responsibilities -- and they will become even more demanding if our organizational recommendations are adopted -- we recommend that a Deputy Superintendent be assigned to assist and extend the representation of the Office of the Superintendent to outside publics, i.e., those agencies and groups other than the Department and the State Board, so that the Superintendent can apply a greater proportion of his time to the administration of the Department

This Deputy Superintendent will need to work very closely and communicate constantly with the Superintendent so that the Deputy's representations to various agencies are accurate and timely reflections of the positions of the Department, the Superintendent, and the Board. He should be particularly involved in improving and extending the liaison with key administrators and boards of intermediate units, with officers and staff of associations of boards and professional educators, and with leaders in other state and Federal agencies. He should not be directly involved in the "line management" of administrative affairs within the Department since such involvement would conflict with the responsibilities of the other two deputy superintendents. (The roles of the Deputy Superintendent for Administration and the Deputy Superintendent for Major Programs are discussed later in this chapter.)

The Superintendent should be responsible for the effective management and administration of the Department. This means that he must build and utilize a strong management team. Consequently, we recommend: (a) that all positions of Superintendent, Deputy Superintendent, Associate Superintendent, Assistant Superintendent, and those positions which report to Deputy Superintendents be classified as exempt positions; (b) that the compensation for these positions be set by the State Board at levels competitive with those of the best and largest public education systems in the State; (c) that the Superintendent appoint the best possible qualified persons to these positions with the advice and consent, i.e., express approval, of the State Board; and (d) that, when the position of Superintendent becomes appointive, the terms of the exempt positions described in "(a)" not extend beyond the appointed term of the Superintendent.

The Superintendent's Cabinet is now an important, and will become an even more important, instrument in State-level educational administration. The mission of the Cabinet is to advise the Superintendent regarding issues, opportunities and problems important to and affecting educational policy; to discuss and develop recommendations to the Board and the Legislature; to serve as a vehicle for Departmental communication and for coordinating action on interdivisional matters such as long-range planning, Departmental development, budgets, personnel, and programs; to plan and make allocations of staff work for the Board and the Superintendent, and to advise on the progress and quality of the staff work; and to assist the Superintendent in administrative decisions regarding the operations of the Department.

We recommend an upgrading and strengthening of the Cabinet's role and functions in the internal communications and management of the Department and in the interactions between the Department and the State Board. All important policy items, such as budgets, possible suggestions for major programs, legislative matters, and preparation for major Board presentations should be reviewed and discussed in the Cabinet.

The Department's Legislative Committee will take on added importance and considerably more activity in the light of current annual legislative sessions and the increased responsibility for formulating requests and presentations to the Legislature in connection with the recommended new long-range Master Plan and the annual State Plans for education. We suggest that the Superintendent appoint one of the deputy superintendents as the Chairman of the Department's Legislative Committee.

The Cabinet will continue to be the place for planning and coordinating Departmental activities supporting the Board. The Cabinet should sit -- perhaps at other times than its regular weekly meetings -- to review and consider long-range planning issues. In addition, within scope and time limitations agreed upon by the Board and the Superintendent, the Cabinet should provide for the design and conduct of special projects (see Exhibit 4 on page 106 for the purpose of identifying the determining the extent of a suspected problem as a means of alerting the Board to issues which may become important to long-range planning and which may require a major study. As the amount of State-level forward planning and policy development increases, the Cabinet's work will also increase.

This emphasis on the increased significance of the role of the Cabinet is not meant to interrupt direct communications between Board committee chairmen and Departmental advisors nor to suppress the exploration and free discussion of alternatives. In fact, such interactions might precipitate an awareness in the Cabinet of the need to set up a special project such as that described in Exhibit 4.

A planned and disciplined agenda and more systematic communication of the results of meetings are recommended for the Cabinet. This can take the form of (a) compressing (though not minimizing) the "general communication" items on the agenda, and (b) soliciting and emphasizing planning, policy-related, and interdivisional coordination items. This does not imply radical change from current practice but rather is a suggested direction of emphasis and time allocation if the Cabinet is to play a more effective role in recommending policy and major programs.

It is desirable to upgrade the standards and style of Departmental staff work for the Board. One way of effecting this improvement is to have selected staff work subject to a quality control review by the Cabinet. The major disadvantage is the time requirement for such a function; therefore we recommend the Cabinet perform this function on a spot or sampling basis.

Brief, action-oriented minutes of Cabinet meetings (perhaps limited to one or two pages per meeting) should be kept by a secretary designated by the Superintendent. These notes should be distributed promptly over the Superintendent's signature after his review and should be carefully prepared so as to be understood by those not present. The reasons for action taken in Cabinet meetings may be quite important to managers at several levels in the Department. Distribution through division and section chiefs to bureau chiefs is suggested, although decisions regarding the extent of distribution should rest with the Superintendent. Distribution of minutes should be broad enough to facilitate Departmental communication and aid understanding. Agenda and minutes are for Departmental use and should not go to outside agencies or to the Board, except for special purposes.

The Superintendent may implement our recommendations immediately by appointing a Secretary of the Cabinet and by soliciting and encouraging Cabinet members to place planning and policy problems and interdivisional matters on the agenda of Cabinet meetings. The current availability of Departmental staff time is an important constraint on getting position papers and studies ready for Cabinet consideration. Reorganization of the Department and the redefinition of responsibilities will significantly increase and facilitate the information flow required for effective consideration of policy issues, identification of critical problems, and long-range planning.

For the Superintendent's consideration, we recommend the following representation on his Cabinet:

- The three Deputy Superintendents
- Four Associate Superintendents (Division Chiefs)
- Director, Office of Educational Information Services
- Director, Office of State Education Personnel Services
- Director, Office of Departmental Supporting Services

- The Major Program Managers
- Assistant Superintendent for State Board Support
- Assistant Superintendent for Departmental Program Evaluation
- Assistant Superintendent, Los Angeles Office
- Administrative (Legal) Advisor (optional)
- Coordinator of Departmental Reorganization (temporary)

In view of the size of this proposed Cabinet (from 15 to 20 people), carefully prepared agenda and disciplined, well managed meetings are a "must." It is possible that, at a later date, the Cabinet size can be reduced. However, in the light of the proposed reorganization and the consequent need for the best possible communication, we support our recommendation as outlined above.

In summary, in recommending an upgrading and strengthening of the Cabinet, we envision a significantly greater interchange of information both within and among divisions and major programs regarding Departmentwide issued and concerns. This will require Cabinet members to interact systematically and communicate effectively with their staffs. The Cabinet becomes a primary vehicle for increasing the major functional capacities of the Department, for improving the sensitivity and the degree of Departmental concern for policy issues, for planning the development and application of professional resources, and for establishing better linkages between the Department and the Board.

d. Other Members of the Superintendent's Professional Staff

In addition to the Assistant Superintendent for State Board Support and the Deputy Superintendent whose functions already have been discussed, seven other positions also report to the Superintendent. These include: (a) the Assistant Superintendent, Los Angeles office, (b) the State Librarian, (c) the Administrative (Legal) Advisor, (d) the Assistant Superintendent for Departmental Program Evaluation, (e) the Coordinator of Departmental Reorganization (a temporary position), (f) the Deputy Superintendent for Major Programs, and (g) the Deputy Superintendent for Administration.

We endorse the present arrangement of an Assistant Superintendent, reporting to the Superintendent, located in the Los Angeles office of the Department. He provides a locally based link or "pipeline" directly to the Superintendent and the Cabinet from the southern part of the State. He should be sensitive to the educational needs of the people and the schools in Southern California. He carries out a very valuable function in enhancing communication and coordination between the Sacramento and the Los Angeles based staff, particularly in representing the needs of the Departmental personnel in the Los Angeles office to the Cabinet and the Superintendent. He facilitates communication and represents the Superintendent and the Board in contacts with various "publics" in Southern California. He oversees the organizational maintenance and "housekeeping" requirements of staff in the Los Angeles office, but he does not provide direction to the professional work of the staff. He also assists the Superintendent and the Assistant Superintendent for State Board Support in providing administrative assistance and secretarial help to Board members residing in Southern California.

The State Board is legally responsible for the governance of the State Library. Since the Superintendent is the executive officer of the Board, the State Librarian is usually shown on organization charts as reporting to the Superintendent. However, for all practical purposes, the State Librarian operates independently of the Superintendent. A few administrative services (e.g., assistance in budgeting and personnel administration) are provided by the Department upon request of the State Librarian, but no budgets are developed or costs charged for these services. The State Library regularly sends lists of new acquisitions to the Department and, of course, is available as a reference center. However, it does not "specialize" as an educational library. The current arrangement seems to have reached a stable equilibrium and no serious problems are apparent.

The Administrative (Legal) Advisor provides a "staff service" to the Superintendent, the Board, and the Department in supplying consultation and guidance on legal matters; e.g., interpretations of the Education Code and other statutes, translating proposals for legislative or other governmental action into appropriate language and format, and assisting with contractual arrangements of various kinds. He is not responsible for providing legal assistance or interpretations to local districts, but refers requests for such help to appropriate resources and agencies, primarily County Counsels. He reports to the Superintendent and should attend Cabinet meetings as requested.

We recommend a new and important position on the Superintendent's staff, that of Assistant Superintendent for Departmental Program Evaluation. He reports to the Superintendent and his primary missions are two: (1) quality assurance regarding the nature and design of evaluation studies planned and carried out by the Department, and (2) collation of reports of such evaluation studies and of the effects of programs sponsored or carried out by the Department in a comprehensive "Annual Report on State Public Education" for use and publication by the State Board.

The Assistant Superintendnet for Departmental Program Evaluation must possess a very high order of competence in the design of research and evaluation studies in education. He and his staff of perhaps two specialists in evaluation and research design should review and approve all proposals for evaluation studies to be conducted in the various units of the Department so as to insure objectivity and technically sound research designs. He and his staff also provide consultation to program and project planners in defining program and project objectives, in selecting methods for appraising progress in achieving objectives, and in measuring the effects of programs and projects.

He is the Chairman of the Departmental Research Committee which includes his staff specialists, the Assistant Superintendent for State Board Support, the Program Manager for Departmental Development and Long-Range Planning, and the Evaluation Consultants (or their equivalents) in the several divisions. Regular meetings of this Committee will be concerned with the identification of possible requirements for new or broader investigations, and with ways of upgrading the quality and appropriateness of evaluation studies planned or conducted within the Department.

He supervises a Project Coordinator who, with appropriate ad hoc staff, plans for the development of and synthesizes information from the various Departmental units into a comprehensive "Annual Report on State Public Education." We envision this report as a very significant and tangible product which represents to the people of California the Board's and the Department's stewardship of education. Top level involvement and guidance is required and we suggest a blue ribbon Advisory Council composed of the following members:

- The President of the State Board of Education
- Two members of the Legislature (possibly members of the Education Committees of the Assembly and the Senate)

- The State Superintendent of Public Education
- The three Deputy Superintendents
- The Assistant Superintendent for State Board Support (or the Chief of the Board Secretariat)
- The Program Manager for Departmental Development and Long-Range Planning
- The Assistant Superintendent for Departmental Program Evaluation (who should act as secretary to the Advisory Council)

Each division, office, and major program should, or course, be responsible for the development of a report on its own activities and their effects, the nature of needs as yet unmet, and implications for priority setting and long-range planning. The development and synthesis of these reports (constructed in a uniform and agreed upon style) require data linkages and information processes within and among Departmental and Board units which presently either do not exist or are not functioning well. The planning and preparation of such a report will necessitate improved communication within divisions, among the principal elements in the Department, and in the Cabinet. The Annual Reports should provide a comprehensive data base for the preparation and adjustment of annual State Plans for public education and a means for modifying long-range priorities and appraising progress in achieving long-range goals. From all indications, the Legislature would welcome such a document.

In order to proceed most effectively with the implementation of accepted recommendations for Departmental reorganization, a full-time, highly qualified and respected educational administrator should be hired on a term basis to serve the Superintendent and the Board in planning and coordinating required changes. This Coordinator of Departmental Reorganization should be appointed by the Superintendent with the advice and consent of the Board. In order to contribute toward objectivity, he should be selected from outside the Department, hired for approximately two years, and assured that there will be no further place for him in the Department at the end of his assignment. He should report directly to the Superintendent, function as a member of the Cabinet, and make regular reports to the Superintendent, the Cabinet, and to the Board regarding the progress of reorganization. It would appear to be both appropriate and feasible to finance the cost of this position through ESEA Title V.

2. Recommendations for a New System of Organization within the Organic Structure of the Department

As indicated earlier, we strongly believe that a new, more interdependent and flexible organization system is needed if the Department is to manifest significantly improved functional capacities in meeting emerging requirements for State-level leadership in educational administration. The system we propose is "organic" in the sense that organizational elements and processes are highly interdependent and are designed specifically to fulfill the major functional requirements involved in carrying out the missions of the Department.

The recommended organizational system (shown as Figure 5) relates to precollege (K-12) education and has two dimensions or axes. The right-hand axis consists of those familiar organizational units known as divisions and offices. We call this the "administrative" axis. The left-hand axis is comprized of organizational units particularly concerned with broad educational issues or sets of complex problems which require unique and very considerable multidisciplinary attention in their treatment. We call this the "major program" axis. The State-level administrative agency for community college education and the State Library are envisioned as operating separately from the Departmental organization.

The administrative axis includes one office of supporting services, and four divisions and two offices as "line organizations:" (1) the Division of General Education, (2) the Division of Special Education, (3) the Division of Vocational Education, (4) the Division of Fiscal and Business Management Services, (5) the Office of Educational Information Services, and (6) the Office of State Education Personnel Services. While the latter two organizational units are given the title of "office," it is intended that they function as operating divisions. It is expected that the quality and importance of their functions and services will justify their recognition as and change of title to "division" in approximately two years. The Office of Departmental Supporting Servides supporting services to the Department, such as mailing and shipping, editorial and art services, duplicating and printing, cashiering, office space planning and management, and procurement of supplies and equipment for Departmental use.

The divisions and offices on the right-hand axis represent the administrative "homes" for practically all professional personnel in the Department (exceptions will be noted in specific instances). As the Department defines the need for, plans and develops, and staffs

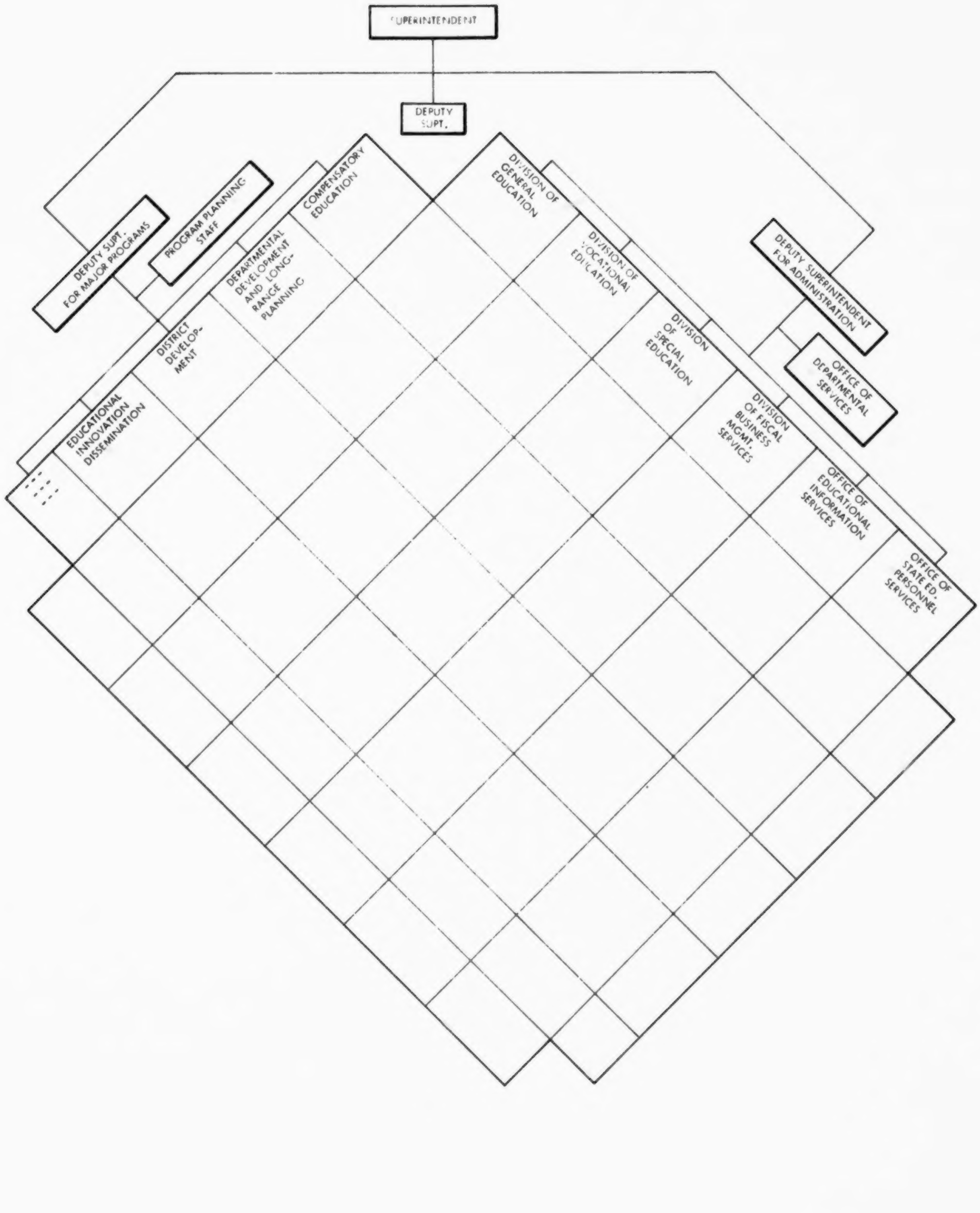
SUPERINTENDENT
DEPUTY SUPT.
DEPUTY SUPT. FOR MAJOR PROGRAMS
PROGRAM PLANNING STAFF
COMPENSATORY EDUCATION
DEPARTMENTAL DEVELOPMENT AND LONG-RANGE PLANNING
DISTRICT DEVELOPMENT
EDUCATIONAL INNOVATION DISSEMINATION
DIVISION OF GENERAL EDUCATION
DIVISION OF VOCATIONAL EDUCATION
DIVISION OF SPECIAL EDUCATION
DIVISION OF FISCAL BUSINESS MGMT. SERVICES
OFFICE OF EDUCATIONAL INFORMATION SERVICES
OFFICE OF STATE ED. PERSONNEL SERVICES
DEPUTY SUPERINTENDENT FOR ADMINISTRATION
OFFICE OF DEPARTMENTAL SERVICES

FIGURE 5
RECOMMENDED ORGANIC ORGANIZATIONAL STRUCTURE FOR THE STATE DEPARTMENT OF EDUCATION

major programs which qualify for "program axis" management, professional personnel from the divisions (supplemented as needed by outside temporary or "instant" staff) will be assigned to work on such programs for such portions of their time as is appropriate to the defined needs of the major program and to the competing, ongoing needs of the services and functions performed in the divisions.

Major programs will be managed by program managers released from the divisions or obtained from outside the Department. They will be expected to work full-time in program management for the duration of the program, or until rotated or replaced. When program assignments are complete, the program manager and program personnel return to their own division for reassignment or, in the case of term appointments of "outside staff," they are released. Program managers must be carefully selected to represent an unusually high order of professional qualification and managerial competence (particularly in managing a group of people representing diverse backgrounds and disciplines). Program managers are most likely to be chosen from the management levels of division chief through bureau chief. Salary administration, personnel development, and "functional" supervision of program personnel "borrowed" from the divisions continue to be the responsibility of division management, utilizing assistance and feedback information regarding staff performance from the program managers.

On the right-hand axis, the four division chiefs and the two directors plus the Director of the Office of Departmental Supporting Services report to the Deputy Superintendent for Administration who in turn reports to the Superintendent. On the left-hand axis, the Deputy Superintendent for Major Programs reports to the Superintendent and is responsible for the planning and management of all programs which qualify for the "major program axis."

The Deputy for Major Programs has a small permanent planning staff, possibly three or four Major Program Planning Coordinators. These Coordinators should be broadly experienced and highly skilled program planners and developers. They will assist the Deputy for Major Programs and others in synthesizing information suggesting the need for special programs, in drawing up proposals to evaluate the need for major programs, and in planning the studies or major programs that appear to be required.

A new committee, the Major Program Planning and Coordination Committee, will collect information for this planning process and will review suggestions for and develop reports on needed studies or programs. The Committee is chaired by the Deputy for Major Programs and it includes his staff planners (Coordinators), the Deputy Superintendent for Administration, the Assistant Superintendent for Departmental Program Evaluation, the several major program managers, plus the Program Manager for Departmental Development and Long-Range Planning who also functions as secretary to the Major Program Planning and Coordination Committee. The Chairman regularly reviews the proposals of the Committee and the work of his planning staff with the Cabinet and, as appropriate, with the Board.

Information and suggestions regarding the possible need for major studies or programs will be solicited and come from a variety of sources: the Legislature, SCPE, State Education Advisors, the State Curriculum Commission, the Advisory Compensatory Education Commission, questions and directions from the State Board, information in the Annual Report on State Public Education, communications within the Cabinet, the results of evaluation studies and audits conducted in various parts of the Department, reports of associations of professional educators and board members, feedback from ongoing major programs, reports from consultants in the field, information from local districts and intermediate units, new State or Federal legislation, and others.

The Major Program Planning and Coordination Committee functions as the specific agency which, at the direction of the Superintendent after discussion in the Cabinet, oversees the development of any study prospectus desired by the State Board (see Exhibit 4, item #3 under "Proposed Procedures and Responsibilities" on page 109). The Deputy Superintendent for Administration, as a member of the Committee, will insure that appropriate resources in the divisions and offices of the administrative axis are involved in signaling the possible need for a study or a major program, and are utilized in the development of a given prospectus or study proposal.

It is evident that the definition of a "Major Program" is critically important to this recommended new organizational configuration. We have developed several suggested criteria and offer them below. It would be unwise -- as well as virtually impossible -- for us to define neatly and precisely what should and should not qualify as major programs. Definitions and criteria should be modified and refined through actual experience and in response to changing needs. The inherent flexibility of the system permits the tryout of different criteria and various kinds of major programs.

In our estimation, the primary identifying characteristics of a major program, in approximate order of importance are as follows:

CHARACTERISTIC	IT APPLIES
1. The program addresses an identified major issue or problem in education, or a related set of problems.	Always
2. Skills required for program staffing are multidisciplinary and are drawn significantly from more than one division and/or from outside the Department	Always
3. Program objectives and professional skill requirements are carefully defined and specified in a program plan.	Always
4. Evaluation of the degree to which objectives are achieved is part of the program, and program planning provides for such evaluation.	Always
5. Budget is allocated to the program, there is a budget limit, and budget applications within the program are carefully planned.	Always
6. The program requires full-time management.	Always
7. The program schedule is time-limited, such as ten months, two years, or thirty months.	Frequently
8. The program is funded from multiple sources and/or is carried out under multiple authorization.	Sometimes

Other general characteristics of major programs are that: the need for treatment of a problem area is critical; the need for action is immediate; effective mobilization and utilization of appropriate resources is required; and the problem is so unique or complex that the resources of any one existing division are not fully appropriate to the requirements. Frequently, major programs will be somewhat interrelated or at least involve complementary tasks or functions. This is a further reason for being grouped under the management and supervision of a single deputy superintendent.

In some instances, major programs will be designed to produce a change in educational practice and the product of the major program is to be used by the staff of intermediate units and local school districts. Products produced by such major programs may be utilized or disseminated by other major programs on the left-hand axis, or by divisions or units of divisions on the administrative axis.

Some major programs will be designed to produce information or plans useful in developing or changing educational policy. Such programs may need to be followed by additional major programs which explore the methods by which policy changes can best be implemented and the results of implementation evaluated.

Major programs might be set up to develop services or systems to be operated by a division or office. Other programs could disclose that functions or services offered by the Department should be modified or discontinued.

There may be from four to ten major programs in progress in the Department at one time. Others may be in the planning or developmental stage. Some people have argued that all Departmental activities should be conceived of and operated as programs. We believe that the style of "program management" is appropriate for many activities carried on within divisions, but many of the time indefinite activities of divisions (such as processing applications for teacher certification and operating the information system which results in the apportionment of state monies) do not meet the criteria or fit the suggested definitions of major programs as described above.

We suggest that all functions and activities in the administrative axis which are time limited and are planned to achieve specific objectives, but which do not require professional skills from other divisions, be designated "projects" to distinguish them from the "major programs" in the left-hand axis. However, we endorse the suggestion that all projects or major programs in the Department be subject to the program planning and budgeting style of management, a process requiring that all activities be included in a budget, that expenditures of budget be specifically related to the achievement of defined objectives, and that provision be made for evaluating the extent to which objectives are achieved. Only in this sense do we believe that all Departmental activities and functions should be defined as programs. Some projects and functions now managed and carried out within divisions probably should be transferred to the left-hand axis and managed as major programs, e.g. vocational education for handicapped children, development of enriched programs for talented or gifted students, and development and evaluation of new curricula and programs for adult and continuation education.

Perhaps the use of some examples and the suggestion of other possibilities may clarify our concept of major programs. We believe that the prime example of such a major program is that of Compensatory Education. In fact, the model for this suggested organizational configuration was considerably influenced by the problems and successes involved in mobilizing and staffing the Office of Compensatory Education as the State sought to capitalize upon the opportunities suddenly afforded by Title I of the Elementary and Secondary Education Act.

The Compensatory Education program is oriented toward fulfilling the developmental needs of culturally disadvantaged children, a population segment defined (for administrative purposes) by the level of family income and which cuts across traditional organizational lines and disciplines of preschool, elementary, and secondary education, pupil personnel services, special education, food and health services, and educational research and evaluation. Its charter is derived from State and Federal legislation, it must work cooperatively through and with both intermediate units and local districts, and the several elements in the program are funded through various statutes and acts which require certain criteria to be met before district proposals can be approved and funded.

The magnitude of the efforts required and the frustrations involved in organizing an effective State-level agency to administer the Compensatory Education program are legend. A significant problem was involved in obtaining the required number of staff with appropriate skills, and in obtaining space, materials, and equipment. The Office of Compensatory Education was established by the McAteer Act of the Legislature. The Office did not fit neatly into any established division and it was set up outside the existing divisional structure. It required, and still requires, the use of skills and capabilities identical with or very similar to those in the present divisions of instruction, special schools and services, public school administration, and also in the educational research, vocational education, and data processing units.

There was an urgent need for action since machinery had to be set up expeditiously in order to exploit the opportunities afforded by large but time limited appropriations of Federal funds for serving the educational needs of children of thousands of economically and culturally disadvantaged families in California.

Because of unusual dedication and effort on the part of Compensatory Education administrators and staff and with variable assistance and support from others, the program was launched and became operative. Adjustments and refinements have been made over time, the organization has "jelled," and the consensus is that the program is operating well. However, it is functioning not as an integral part of the Department drawing sensitively and flexibly on relevant and potentially valuable skills and services within various divisions and bureaus, but as a relatively independent, quasi-autonomous appendage. It has acquired new kinds of experience, gained new knowledge and developed particular skills which could have a salutory effect on the rest of the Department and possibly on other educational processes of the State if they could be shared. There is very little interchange of professional personnel, information, experience, and knowledge. This represents lost potential for Departmental development. The physical separation of the Compensatory Education office and people from the main education building is a constraint on such interaction, as is the esprit de corps and cohesiveness of the people in the unit who, in some meausre, apparently feel they have demonstrated that they can accomplish a great deal, more or less on their own, and therefore don't need the rest of the Department.

We recommend that the Office of Compensatory Education be "transferred to the left-hand axis," i.e., be renamed the Compensatory Education Program, and the Director report to a newly appointed Deputy Superintendent for Major Programs and become a member of the Major Program Planning and Coordination Committee. Program managers of large, important major programs, such as Compensatory Education, should have the status (but probably not the title) of an Associate Superintendent. It has been pointed out to us, and we concur, that "Program Manager" is not a very illustrious title. We suggest that the title of managers of major programs be that of "Director." This would be consistent with the nomenclature established by the McAteer Act (Education Code 6466).

Planning should be initiated immediately to define the potential administrative axis "homes" of Compensatory Education professional personnel, i.e., where, if any place, in the Department would each staff person go if the program were cancelled at the end of the fiscal year? Emerging new patterns of skill requirements in Compensatory Education should be defined. These new requirements plus those resulting from staff turnover should be matched against a Departmental "map" of existing skills and experience. (The mapping process or "project" is described in Chapter X.) This map should be developed under the leadership and guidance of the enlarged and strengthened Office of State Education Personnel Services (described in detail in Chapter IX). Staff rotations should be planned for the several purposes of seeding the new Compensatory Education experience back into divisions and bureaus, capitalizing upon relevant types and sources of skills in divisions which as yet have not been tapped significantly by Compensatory Education, and using such rotations as planned developmental experiences for career personnel in the Department. If, however, there is a conflict between a person's fitness for a program assignment and his needs for additional experience and professional development, the skill requirements of the program should be the determining factor in deciding whether or not to use the person in the program. Program managers must be able to veto the assignment of specific staff personnel to their programs, and their vetos should be supported by the Deputy Superintendent for Major Programs.

The new flexibility afforded by the "organic diamond" organizational system permits major program managers to "fine tune" the mix of professional skills applied to their programs by arranging agreements with division and bureau chiefs to use selected personnel on a part-time basis (perhaps three days a week for a period of four months). This should be a vast improvement over the traditional mode of employment: Either you transfer permanently to a given unit on a full-time basis, or you don't work for the unit or on its project. Professional staff hired on a temporary or term basis by divisions or bureaus can be used to "fill in" for the staff time employed on major programs. The value of the additional degrees of freedom and the flexibility afforded by the use of staff hired on a term basis already has been demonstrated in the Department, particularly by administrators in NDEA and Compensatory Education.

In planning a major program, a budget is developed for required staffing. This budget specifies the amount of professional time by level and kind of skill required in a given time period. This man-time budget is translated into salary costs using the established Departmental salary structure. In negotiating with division, office, and bureau chiefs for the use of selected individuals on their professional staffs, the director of the program can, in effect, "buy" the professional staff time he needs. He does this by allocating to each of the Departmental units from which he obtains professional staff help the amount of his budget equivalent to the cost of the professional time he obtains from each unit. The chiefs of the divisions or offices which have "sold" a mutually agreed upon amount of staff time can utilize their allocations of the project budget in hiring temporary staff to fill in for the transferred staff, if it is determined that ongoing functions would seriously suffer from the resulting reduction of available staff time. The Deputy Superintendent for Administration will be significantly involved in such determinations.

It will, of course, be possible for a professional to work full-time in the program axis, but divide his time on a planned and agreed upon basis among two or possibly three different major programs. For example, staff of the Intergroup Relations unit might simultaneously be quite useful in the Compensatory Education program and also in the District Development program, dealing with problems of redistricting, the location of new schools, or readjusting racial compositions of teaching staffs and student bodies in schools and among districts.

Perhaps it might be useful and illuminating to describe in some detail how a new major program might become established. Since we believe there will be a need for a major program for District Development, the following hypothetical situation suggests some of the processes and steps that might be involved in setting up a program for that purpose.

Two division chiefs in scanning reports from their consultants and in checking on applications of field consultants' time find that districts A, B, C, and D in counties Y and Z are suffering from an unusual density of problems and are getting unusual amounts of attention, but from a variety of individual consultants. Further checks reveal that those districts have a high proportion of provisionally certified teachers, pupil/teacher ratios are quite high, and expenditures per pupil are well below the State average. School achievement, as measured by Statewide tests, is below average for the four districts. The two intermediate units are aware of the problems but are unable to bring to bear sufficient resources to resolve the problems in any significant way (Y County has had its County School Service Funds cut because of recent consolidations of school districts and Z County has placed a high priority on and applied much of its resources to the development of a tricounty instructional television system).

After a discussion in Cabinet initiated by the two division chiefs, the Major Program Planning and Coordination Committee was chartered by the Superintendent to develop profiles of the four districts and two counties from evaluation study data available in the Department, the first step toward the possibility of requesting Board authorization of a major development program. The profiles varied: two of the districts had good shop courses in high school, but they both provided poor reading instruction and nothing in the way of special education classes; one district had two remedial reading specialists but no kindergarten, and two of its elementary schools were over 60 years old; one district was close to an operating supplemental education center but none of the professional staff had been given any released time for visitations and observations.

The picture suggested was one of scattered and marginally successful efforts and applications of very limited resources. This was reported and discussed in Cabinet, and then reviewed with the State Board which requested the development of a detailed prospectus by the Deputy Superintendent for Major Programs of what might be done to improve the quality of education offered by the four districts and assist in the development of an appropriate array of supportive resources in the two intermediate units.

The Deputy Superintendent for Major Programs and his planning staff, together with a consultant hired on a temporary basis (within the allotted budget for program planning), in cooperation with the two county superintendents and "borrowing," with the approval of the two Division Chiefs, some of the time field consultants were allocating to the four districts, outlined a prospectus for a two-year development program for the area. The prospectus specified program objectives, related the objectives to the State's long-range priorities, identified the amounts, levels and kinds of skills required, translated professional staff and transportation requirements into budget costs, suggested appropriate funding sources, incorporated (with the help and guidance of the Departmental Research Committee) plans and techniques for measuring program results, and recommended that the Board approve the program and the necessary funding.

The Board approved the recommendation, and directed the Superintendent to incorporate the development program into the next year's State Plan for education and begin the search for staff. The Office of State Education Personnel Services compared the list of manpower specifications (in the prospectus) with its records of specialists and consultants outside the Department (compiled with the help of Reference Consultants in the several divisions) and with its "map" of skills and experience inside the Department. The Office produced a list of likely candidates for program manager and program staff.

The Superintendent asked the Deputy Superintendent for Major Programs for his recommendations regarding the selection of the Program Manager. The Deputy Superintendent's first choice, because of conclusively demonstrated management skills, was the Chief of the Business Management Services Section in the Division of Fiscal and Business Management Services. In negotiating with the Division Chief for the Section Chief's release, it was agreed, with the endorsement of the Deputy Superintendent for Administration, that the services of the Section Chief would be of greater value in the planning, staffing, and development of the new section.

The second choice of the Deputy Superintendent for Major Programs was the Chief of the Bureau of Project Development and Evaluation in the Division of General Education because of the relevance of his experience. An agreement was reached with the Division Chief to release the Bureau Chief to act as program manager for two years and, in turn, the Deputy Superintendent agreed to redirect an amount of the program budget equivalent to two years salary of the Bureau Chief to the Division. (The Division Chief planned to assign one of his Project Coordinators to the position of Acting Bureau Chief and replace the Coordinator with a professional hired on a temporary basis from outside the Department. Alternatively, he could transfer an Educational Development Consultant to the open Coordinator position to broaden his experience and hire a temorary replacement for the field consultant.) The Superintendent recommended the appointment of the Bureau Chief to the position of Director of the District Development Program to the Board and the Board approved.

Although the program was not scheduled to begin for another four months, the Director-Elect used a little of his working time and a good deal of his "spare time" in planning and negotiating for the staffing of his project team. He was able to get three of the five people he wanted from within the Department, including a Special Education Consultant and an Educational Development Consultant, both of whom had worked in the area and had established good working relationships with the intermediate units. However, one of the three would be available for only two days a week for the first year because of planned and high priority commitments. The Director was offered other consultants, but he declined and was supported in his decisions by the Deputy Superintendent for Major Programs. The Office of State Education Personnel Services assisted the Director in recruiting and hiring other professional staff from outside the Department on a temporary (term) basis to fill the staff requirements of the major program.

This vignette suggests only a few of the many communications and complex interactions necessary to launch a major program. We submit, however, that the process can be "unlocked" to a substantial degree by the leadership and intervention of a capable Deputy Superintendent for Major Programs, by the effective employment of program planning staff, by the intelligent use and flexible application of program budgets, and with the assistance of comprehensive and effective personnel administration services. A most important degree of flexibility is afforded by the use of staff hired from outside the Department on temporary or term appointments.

The concept of the organic diamond with the program axis cutting across traditional organization boundaries to form multidisciplinary task-oriented teams encourages and even forces a broader Departmental view of educational issues and problems as opposed to a divisional, bureau, or particularistic view. It discourages the tendency to take a narrow or parochial view of the Department's role, it stresses the need for improved interdivisional communication and planning, and it requires the application of modern management methods and techniques.

The organizational concepts and processes we propose require and even force more effective management of time, budgets, and human resources. Our scheme fits well with and will expedite the required change to program planning and budgeting. It places new demands upon the budgeting process and especially upon the planning process which precedes budgeting; e.g., defining program objectives; translating program objectives into skill requirements in terms of degree, kind and duration; and converting professional staff time into program costs. The new style of organization, with several individuals assigned to one or more programs for limited times, requires improved technology for time-accounting and for cost allocation. Since programs should be oriented toward educational problems or issues rather than toward the source of funding, the potential for funding from multiple sources is greater and therefore the demands upon cost accounting and report preparation will be more complex. It is obvious that an improved management information system is necessary.

The proposed organic structure provides increased opportunities for much needed professional personnel development. It is possible to allocate only a portion of a person's available time to a single task, thereby allowing him to work on several concurrent tasks. By proper planning, an individual can shift from one type of assignment to another of quite different demands so that his job experience is broadened and varied. Training experiences specifically appropriate to the needs of individual professionals should be identified and provided. By working on several programs or projects, the individual is able to work for several supervisors and with team members possessing different skills. He can learn from their varied capabilities, thereby adding to his own versatility.

The competition among major program managers and division chiefs for the best staff will cause those persons who perform successfully to be in much demand, and those who perform poorly to be unsought. This provides important information for use in salary administration, in assigning tasks, and in planning developmental experiences for individual staff. In addition, the internal competition for staff with recognized capabilities will require division and bureau chiefs to justify their reluctance to release key staff to important programs by demonstrating how such staff are critical to the achievement of specific objectives related to an established hierarchy of priorities. This is another demonstration of the value of good program planning.

Inherent in our recommended organizational scheme is considerable potential for more flexible and varied use of professional staff. Effective exploitation of this potential will require a style of leadership and followership new to the Department. A professional may work for two or three managers on different programs going on at the same time. Organizational myths notwithstanding, it is quite possible. Scientists, researchers, consultants, and engineers who work on various development teams or task forces have demonstrated that it can work, and to the organizational health and benefit of the enterprise.

A bureau chief "on loan" for three months still will be required to meet some performance standards placed upon him by his division chief. The budget analyst assisting a program manager in budget planning and budget control will need to satisfy standards of accounting and financial practice imposed upon him by his divisional leadership. The systems analyst helping a program manager prepare data for computer processing will need to use standards of systems documentation imposed upon him by his divisional management. This multiboss society will require new kinds of communication and coordination among those in leadership roles, and new senses of individual responsibility and initiative when one's role is -- for the moment -- to follow. Teamwork and the coordination of work with one's peers will get new emphasis.

Planning will require new and increased attention. When programs are time limited, they come to an end. Management will be required to sense what new work is most important. This will require long- and short-range planning and priority setting. The constant flow of information about program budgets (and divisional project budgets) and the allocation of individuals' time to these programs and projects will help management "attend to what it is getting for its money" with an urgency not experienced prior to program management. Objectives setting, evaluation of achievement, limited budgets, and a limited reservoir of human resources impose the discipline of priority setting upon the planning process, and may encourage cost/benefit estimates to guide priority setting. Accounting for time expenditures of professional personnel will facilitate value or benefit comparisons between applications of time to programs or projects versus applications to meetings with professional associations. Such comparisons may result in new approaches to professional development and in new efforts and improved results in the management of human resources.

We recommend that two specific major programs, among others, be established on the program axis. The first is that of Departmental Development and Long-Range Planning. A start has been made already toward the strengthening of Departmental capabilities. Many of the 29 different projects supported by ESEA Title V funds this last year were so oriented, including this study. There was an obvious need for some considerable and systematic analysis regarding the Department's developmental needs and for evaluation of the relative importance of various suggested developmental projects. An ad hoc committee was set up and, after considerable arbitration, an initial group of projects was selected. However, delays in project planning and management resulted in only partial utilization of available funds, so other alternate projects were approved and launched.

The individual selected to manage this major program should be responsible for coordinating the planning and for monitoring the performance on all Title V projects. However, we purposely selected and recommend the major program title of Departmental Development and Long-Range Planning (and not "Title V Coordinator") so as to imply strongly that Departmental development is something more than even the effective use of Title V funds on various projects to improve Departmental services and capabilities. The Director of the Departmental Development and Long-Range Planning Program should be responsible for coordinating the determinations of priorities and plans for Departmental development. However, it is necessary that any such determinations be made in the context of long-range priorities for improvement of public education in the State. Therefore, the Director should have the primary responsibility for putting together, in close coordination with the State Board, the long-range Master Plan for public education.

He should work closely with the management people in each division and office in collating and patterning importantly suggestive data regarding long-range needs and consequent developmental requirements. His immediate forum for discussion, integration and interpretation of these data is the Major Program Planning and Coordination Committee (of which he is a member and the secretary). Ideas generated and conclusions reached in the Committee are presented to the Cabinet and, either by Cabinet recommendation or Board request, to the State Board.

The Deputy Superintendent for Major Programs and his planning staff support the Program Manager in laying out alternative approaches and integrated (Departmentwide) plans for development. Funds are applied for from any appropriate and available source and in accordance with the established hierarchy of priorities. The Assistant Superintendent for Departmental Program Evaluation is intimately involved in this process of developmental planning through: (1) suggesting evaluation studies and designs to test the effects of various Departmental approaches to improving services and resolving problems, (2) contributing to program and project planning by providing for the evaluation of the effects of developmental programs and projects, and (3) interpreting implications of data used in formulating the Annual Report on State Public Education regarding emerging priorities of need for educational and organizational development.

The Director of the Departmental Development and Long-Range Planning Program will need to work closely with the Assistant Superintendent for State Board Support so that proposed Title V and other developmental projects and programs can be presented to and discussed with the Board. If the Board approves, the developmental programs and projects should be incorporated by the Assistant Superintendent into the annual State Plan to be issued by the Board. Proposed budgets and probable funding sources for developmental programs and projects should be included in the Department's annual budget, which also should be approved and incorporated in the annual State Plan and supported by the Board.

The other major program specifically recommended is that of "Educational Innovation Dissemination." (Perhaps a better title can be found, e. g., "Educational Development and Demonstration"?) The

Director of this major program will be responsible for planning and managing the effective demonstration and dissemination of new educational developments. In particular, he will coordinate the Department's activities and discharge its responsibilities under Titles III and IV of ESEA.

The core members of his program team will consist of a rather small number (perhaps three to five) of full-time professional staff. These team members should be highly versed in systems and methods for stimulating educational change and innovation adoption. Professionals who qualify can be recruited from within the Department or hired, probably on a term basis, from outside the Department. In addition to the core members of the team, a considerable number of part-time or very short term staff specialists can be used as required.

The central purpose of Title III is:

> "To stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality, and to stimulate and assist in the development and establishment of exemplary elementary and secondary school education programs to serve as models for regular school programs."

The principal partners of the program team in this development, demonstration, and dissemination process will be the staffs of educational research and development centers, regional educational laboratories, intermediate units, and large city school districts. The development and initial evaluation of new curricula, instructional programs and services, and educational experiences will take place primarily in educational research and development centers and in regional educational laboratories. Actual demonstrations will take place in the supplemental educational centers located in local school districts, and the dissemination process will be largely a function of intermediate units, assisted and coordinated by the program team.

A number of new developments and new methods of demonstration and dissemination are possible under this arrangement:

- Programs and services for Child Development Centers
- Comprehensive curriculum development for preschool programs

- Combining activities stimulated by the Miller-Unruh Basic Reading Act with other development work in reading to result in a broader, more integrated program

- Revision and evaluation of adult and continuation education programs

- Development and dissemination of enriched programs and educational experiences for gifted or talented children

- Experimentation with supplemental guidance and counseling services, and with new ways of providing elementary school children with an orientation to the changing world of work

While funding for this major program will come primarily from ESEA Title III, other sources would include Title IV (for the educational research and development centers and regional educational laboratories), foundations, the County School Service Fund (for intermediate units), and from other sources for purposes incorporated in the planning and activities of this major program.

The Major Program Planning and Coordination Committee would be the agency principally involved in reviewing and recommending the appropriateness of such a major program, and for recommending changes in projects and activities undertaken by the program team. Such recommendations should be submitted to the State Board for approval, and for incorporation into the annual State Plan.

We trust that this discussion of major programs and their purposes, planning, and management has helped to demonstrate some of the potential advantages inherent in the "organic diamond" concept of organization. We also hope that the focus and content of the major programs we have recommended suggest specific areas in which additional effort and improved coordination are required.

In the following chapters we discuss recommended changes in the missions, functions, tasks, and organization of the several divisions and offices in the Department, and our recommendations for a new State-level administrative agency for community (junior) college education.

EXHIBIT 1

PRINCIPAL RESPONSIBILITIES AND TASK OF THE STATE BOARD OF EDUCATION

(as abstracted and paraphrased from the Education Code)

- To sense and define educational problems and opportunities; study and discuss issues; develop resolutions; and request studies which will contribute to policy formulation.
- To set policy (within limits set by the Legislature) and issue rules and regulations in support of policy guidelines.
- To define objectives and promulgate plans to improve the administration and education programs of the public schools of the State.
- To interact with the State Legislature in defining, recommending and supporting policy and financing of the State's public school system.
- To govern and set policy for the State Department of Education.
- To establish divisions in the Department and to review and approve division level personnel appointments.
- To review, approve and support Departmental budgets.
- To determine policy for the State Library and adopt necessary rules and regulations to be administered by the State Librarian.
- To determine policy, establish standards and approve plans for unification or other reorganization of school districts.
- To approve the establishment of junior college districts.
- To provide for State Board representation on the Coordinating Council for Higher Education (an advisory body).
- To accredit teacher education institutions.
- To license certificated personnel and to deny, suspend, or revoke a credential or life diploma in specific instances. The Legislature has provided for a Committee of Credentials to administer this credentialing process under the direction of the State Board.

- To appoint a Teachers Professional Standards Commission to recommend standards and policies to the State Board regarding licensing of certificated public school personnel.

- To govern Departmental administration of State Special Schools (schools for blind, deaf, cerebral palsied, and academies for neglected, homeless minors between ages of 9 and 17).

- To administer any act of Congress when the provisions of the act so provide (Education Code Sections 551 and 553 regarding NDEA and ESEA).

- To set standards and provide for vocational education in high schools and junior colleges, and to cooperate with the Federal vocational education agency.

- To appoint twelve members to the State Curriculum Commission (of which the State Superintendent of Public Instruction is Chairman) which is responsible for recommending to the State Board minimum standards for courses of study in grades K-12, and for evaluating and recommending specifications for textbooks.

- To adopt and enforce the uniform use of basic textbooks (and may adopt supplementary texts and teachers manuals) for subjects in grades K-8 of public schools, and arrange for their purchase and/or printing.

- To approve courses of study adopted by junior high schools, high schools, and junior colleges. The State Board now establishes criteria and standards for graded junior college courses in Grades 13 and 14.

- To enact regulations for pupil testing programs (including achievement, intelligence, and eye screening tests), pupil cumulative records, school sessions, and school attendance.

- To adopt rules and regulations relating to pupil safety and safety patrols, pupil transportation, state aid for junior colleges, selling of correspondence courses, summer schools at high schools, adult education, special day and evening classes in elementary schools, fire prevention and training programs, fire drills, public safety and accident prevention, private schools and institutions awarding diplomas, automobile driver education and training, work experience education in high schools and junior colleges, continuing education, school attendance, school sessions, credit for military service and training, and courses of instruction for inmates of any state institutions.

- To conduct open and public meetings and make all of its records open to inspection by the public during regular office hours.
- To submit a biennial report to the Governor regarding its transactions for the last two years, recommendations of its needs for the next two years, and recommendations for legislative changes.

EXHIBIT 2

STANDING COMMITTEES OF THE BOARD

(as of March, 1967)

	Mr. Commons	Mr. Schwartz	Mrs. Bates	Dr. Collins	Mr. Day	Dr. Harward	Bishop Kennedy	Mrs. Mathiesen	Dr. Montes	Mr. Scott
Appointments			C							
Educational Programs			M	M	M		M	C		M
Special Education Sub-committee			M	C	M			M		
Federal Aid to Education	M	C	A	M	M				M	
Junior College Education		M	M		M				C	M
Legislation	M	C								
School Finance & Economy	C			M		M		M	M	
Teacher Preparation	M	M	C			M	M			
Vocational Education				C		M		M	M	M

C - Chairman
M - Member
A - Alternate Member

AD HOC COMMITTEE OF THE BOARD

Departmental Reorganization

Mr. Commons, Chairman; Mrs. Bates, Mr. Schwartz, Dr. Lloyd N. Morrisett and Dr. Robert A. Walker, Members.

EXHIBIT 3

COMMITTEES OF THE BOARD

(as of June, 1966)

	Braden	Bates	Montes	Collins	Commons	Kennedy	Mathiesen	Norris	Schwartz	Scott
Appointments	M	C			M			M		
Basic Economic Education	M						M			C
Credentials and Accreditation	C	M			M			M	M	
Departmental Reorganization*					M			C	M	
Educational Programs		M		M		M	C		M	
Federal Aid to Education	C	M		M	M			A	M	
Junior College Education		M						M	C	M
Legislative Program						M	M	C	M	
School Finance and Economy	M	M		M	C			M		
Special Education		M		C	M				M	
Teaching About the Bill of Rights	M			M		C		M		
Textbook Adoption Procedures				M	C		M	M		
Vocational Education		M	M	C				M		M

C - Chairman
M - Member
A - Alternate Member
* - Dr. Lloyd N. Morrisett and Dr. Robert A. Walker also Members

EXHIBIT 4*

Tentative Draft
October 18, 1966

A SUGGESTED PATTERN OF (PROCESSES AND) RELATIONSHIPS FOR THE STATE BOARD OF EDUCATION WITH VARIOUS ORGANIZATIONS AND COMMITTEES INVOLVED IN THE STUDY AND IMPROVEMENT OF ~~INSTRUCTION~~ (EDUCATION) IN THE PUBLIC SCHOOLS OF CALIFORNIA

Preface

The passage of the Elementary and Secondary Education Act of 1965 by the Congress of the United States has created a variety of new organizations and committees for the implementation of the Act. It has also provided an opportunity for introducing and testing a wide variety of innovative practices in ~~instruction~~ (education). The State Board of Education and the State Department of Education have a whole new pattern of relationships which have been created by numerous newly formed committees and organizations. Amoung the new groups are the State Committee on Public Education, two Regional Educational Laboratories, three Research and Development Centers, twenty-one Supplementary Educational Centers, and a group of special study committees.

In addition to the relationship between the State Board of Education and the State Department of Education is the relationship of the Curriculum Commission to all of these groups. Half a dozen or more of these special study committees are now at work, the State Committee on Public Education has been approved and is already in operation, the organization of the Research Centers has been completed, and the twenty-one Supplementary Educational Centers are currently staffed and are making studies.

Purpose of the Statement

The purpose of this statement is to propose relationships that should exist between the State Board of Education, the State Department of

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* We recommend deletion of those sections crossed out, and insertion of sections enclosed by parentheses.

Education, the Curriculum Commission, and the special study committees which have been authorized by the State Board of Education and whose work is currently being financed under various projects under Title V of the Elementary and Secondary Education Act. A second purpose of the statement is to propose procedures appropriate to the relationships which are defined in this document.

There are a variety of tasks which are performed by the different special study committees now at work. One type is that which has been developed by the Curriculum Commission and the State Board of Education and the State Department of Education during the past few years. The State Curriculum Commission is authorized by Section 7509 of the Education Code to "study problems of courses of study in the schools of the State and to recommend to the State Board of Education the adoption of minimum standards for courses of study in the kindergarten, elementary, and secondary schools." Under this authorization, the Curriculum Commission during recent years has asked the State Board of Education to appoint statewide committees to develop proposed statements that can be used as the basis for the development of county and district courses of study. In addition, the State Board of Education has authorized the establishment of other committees and task forces. Such special committees have been appointed to prepare statements in the fields of advanced placement, arts and humanities, economics, English, science, and social sciences.

Other types of tasks currently being conducted by the Department of Education, the Curriculum Commission, or are proposed for additional special study committees include:

1. Developing state frameworks in various subject matter disciplines,
2. Developing recommended instructional programs for intensive study by their own group or by Regional Laboratories,
3. Identifying problems in instruction and curriculum development for which additional research is needed,
4. Suggesting and outlining pilot programs which may be carried out in designated demonstration areas of the state where local district and county personnel may observe new instructional practices in action,

5. Preparing research designs and instruments for the evaluation of instructional programs,

6. Carrying out other tasks which seem appropriate to the State Board of Education, the State Department of Education or the Curriculum Commission.

Proposed Procedures and Responsibilities

It is proposed that the State Board of Education, the State Department of Education, and the various groups previously mentioned follow the procedures set forth below in organizing and conducting statewide studies ~~in instruction~~ (of education):

1. When one of the aforementioned organizations believes that a statewide study of (some educational process, service, or) an area of instruction is needed, a recommendation should be made to the State Board of Education through its Educational Programs Committee. This recommendation should be accompanied by a statement of need for the study, alternative procedures available for conducting the development of the study, including legal implications, innovative aspects, and the objectives which the study is to achieve. These should be so defined that the statement should explicitly describe the product which the study will produce, the audience for whom the report or product will be developed, and the uses to which it will be put.

2. After receiving or making a recommendation for a statewide study of an area of ~~instruction~~ (education), the State Board of Education -- if in agreement -- should consider such factors as

   2.1 An evaluation of the need for the study,

   2.2 The long-term implications of the project in terms of personnel and financial commitments,

   2.3 The priority that should be assigned to the study in relationship to other proposals involving personnel, time, and money.

3. The State Board of Education should direct the State Department of Education to prepare a complete and detailed prospectus of the study setting forth its objectives, the procedures to be followed, the staffing required, the anticipated time schedule, the proposed budget, the possible options in conducting the study, and the possible future developments growing out of the study. In the development of the detailed prospectus the agency initiating the request for the study shall be consulted and shall have opportunity to present its reactions and recommendations to the completed draft upon its presentation to the State Board of Education.

4. The State Board of Education shall review the completed prospectus, provide opportunity for presentation of recommendations from other parties concerned, and may accept, reject, or return the prospectus for suggested revisions. When the propectus is formally approved by the State Board of Education, it shall become the official charge and delineation of responsibilities of the study committee formed pursuant to its adoption.

5. If substantive modifications of the study are deemed desirable by the persons conducting the activity, such modifications shall be instituted only upon formal approval by the State Board of Education subsequent to review of these changes by the Department of Education, the initiating group and other interested parties.

6. The final report of the study shall be presented to the State Board of Education for its action and disposition. Opportunity to present reactions and recommendations regarding the report shall be provided the initiating group and other interested parties.

7. When a special study committee is uncertain as to the task or scope of the work assigned or a new policy issue is formulated, or other issues concerned with the work to be done, clarification may be obtained by conference with the Department of Education. The issue shall be brought to the attention of the State Board of Education if it is a policy matter.

8. When the State Committee on Public Education informs the State Board of Education that there is an identified need for the improvement of ~~instruction~~ (educational

processes or services), the State Board shall instruct the Department of Education to present a status report on the need identified, listing (and briefly describing) the various ~~curriculum~~ projects currently in operation in the nation relevant to the identified need. If it is the judgment of the State Board of Education that a special study committee should be created to make a more intensive study of the identified need, the procedures for establishing such study committee shall be those outlined in Sections 3 - 5.

9. In order to provide communication between and among the State Committee on Public Education and the State Board and State Department of Education, a representative ~~from~~ (of) ~~the State Board and~~ the State Department of Education (and of the State Board -- unless there is an Assistant Superintendent for State Board Support who can represent both --) should be sent ~~as a representative~~ to all meetings of the State Committee on Public Education.

10. Methods of continuous communication should be established between the Regional Laboratories, the Supplementary Educational Centers, and the State Department of Education in order to keep the State Board adequately informed concerning all activities of the three groups and in order to avoid duplication of effort.

11. Representatives from local districts and from ~~county offices of education~~ (intermediate units) should either be appointed on special study committees or be invited to attend meetings in liaison relationship in order to keep informed on the development of the study and how it may affect curriculum development (or other educational processes and services) in counties and local districts.

12. A complete inventory of all programs of study and research on the improvement of ~~instruction~~ (educational offerings, processes, and services) should be maintained in the State Department of Education.

Donald E. Kitch
Donald W. Johnson
Charles O. Moody
Howard Baumgarten (ADL)
Henry M. Gunn

CHAPTER IV

ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF GENERAL EDUCATION

A. DEFINITION OF GENERAL EDUCATION

The term "general education," as used here in our organizational nomenclature, refers to educational programs and services provided in the State's public elementary and secondary schools. It represents the widest possible common curriculum and pedagogy of a democratic society that is applicable to the widest possible spectrum of pupils (including adults) in public elementary and secondary schools. The curriculum and pedagogy of "general education" contrasts with that for "special" purposes and populations, e.g., occupational (vocational and technical) education, pupils significantly physically or mentally handicapped or culturally deprived, and students in community (junior) colleges. We recognize that the establishment of definite boundary lines which attempt to differentiate between general and special or other categories of education is difficult to do in a way which is consistently meaningful and not subject to numerous exceptions or qualifications. However, in differentiating among divisions in the State Department of Education, it is obvious that the nomenclature of "General Education" is an improvement over that of "Instruction," since instruction is an essential process or factor in the programs and responsibilities of other divisions in the Department.

The social as well as the philosophical desirability of integrating a wide variety of educational programs and the widest possible group of pupils in the category of general education is increasingly recognized. The intention is to provide a common base of shared experiences, techniques, knowledge, values and opportunities. While the result of this intention all too often has been a lock step, standardized offering for everyone in the common curriculum, fortunately we are moving into an era in which individual differences are more sensitively accommodated within the general context of a common curriculum, and educational experiences are becoming more individualized and personally relevant.

We are acutely aware of the problems educators and lay citizens alike have been wrestling with for years in attempting to define the purposes of and what should be incorporated in the general education program of public schools. For example, where is the dividing line between general and occupational education? It is rather widely held that a major purpose of our schools' general educational program is to prepare youth for satisfying and useful lives in society. Does this not include at least basic preparation for choosing, obtaining, and holding satisfying jobs in a changing world of work? It is apparent to us that some of the basic educational experiences in general education, including counseling and guidance services, should be related to developing an appreciation of the issues, problems, opportunities and skills required in coping successfully in an increasingly complex, industrially sophisticated, and technical society. For years, leaders in industrial arts education have been striving to escape the limited, traditional image of "shop training" and to influence general education in the direction indicated above. This fact is central to our recommendation to locate industrial arts competence in the Division of General Education.

While vocational education (broadly defined) obviously is also concerned with developing the same sort of appreciation in students, its purposes and programs go well beyond mere orientation and appreciation to the preparation of individuals for specific kinds of occupations. This, for practical purposes of organization planning, differentiates vocational education, as a type of special purpose education, from general education. This "practical differentiation," of course, cannot be sharply maintained and justified in educational practice, since, in spite of objections from a few "nuts and bolts" educators in technical or skilled trades, some general education experiences are recognized as increasingly necessary in vocational education which prepares individuals to cope successfully, constructively, and in a personally and socially satisfying way in a changing world of work.

In spite of the broad reach of general education and the increasing possibilities of modifying the nature and rate of instruction to accommodate a broadly heterogeneous group of students, it is obvious that the educational needs of all students cannot be served equally well by the programs and services meaningfully described by the term "general education." In order to insure the equality of educational opportunity for all students, special education and special purpose education will continue to be necessary.

We recommend that the Division of General Education have State-level administrative cognizance over the general education programs and services offered by the public elementary and secondary schools of the State. This means that the Division should include a major part of the responsibilities and personnel of the existing bureaus of adult education and readjustment education, now included in the Division of Higher Education.

B. MISSIONS OF GENERAL EDUCATION

1. To distinguish the social needs in California that general education must meet. This is a matter of knowing about the society in which schools exist and deriving implications for school programs: e.g., population mobility and the consequent need for some standardization of curriculum; social pressures and constraints and their effects on young people's search for identity, a stable sense of self, and a meaningful place in society; bilingual homes and the requirements for teaching English as a second language; ghetto and slum neighborhood schools and the need for more and better teachers, desegregation, specially designed curricula, improved materials, facilities, food and health services.

2. To sense and appreciate the opportunities and problems confronting general education. An increasing number of major research studies are being carried out which have important implications for policy and practice in general education. For example, the report of Coleman's massive study, Equality of Educational Opportunity,[1] indicates that of all the variables measured in the study, including measures of schools, teachers, family, etc., the attitudes of student interest in school, self-concept, and particularly sense of environmental control, i.e., "personal efficacy," showed the strongest relationship to academic achievement. This suggests the deadly effect of social alienation on even the most valiant efforts to improve curricula, school facilities, pupil/teacher ration, and teacher quality. Other thought provoking findings in Coleman's study include the following:

> (1) social composition of the student body is more highly related to achievement, independent of the student's own social background, than is any school factor; (2) after the effects of student body characteristics are excluded, variations in teacher quality are more strongly related to student achievement than are all other aspects of the school combined; (3) the effect of good teachers is greatest upon

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[1] Coleman, James S., and Campbell, Ernest Q., et al; Equality of Educational Opportunity; U.S. Office of Education (OE-38001), U.S. Government Printing Office, Washington D.C., 1966.

the children who suffer most educational disadvantage in their background, and a given investment in upgrading teacher quality will have most effect on achievement in underprivileged areas; (4) under present conditions and arrangements, relatively few of the best prepared future teachers will find their way into classrooms where they can offset some of the environmental disadvantage suffered by minority group children; (5) differences in school facilities and curriculum, which are the major variables by which attempts are made to improve schools, are so little related to differences in achievement levels of students that, with few exceptions, their effects fail to appear; and (6) the pupil/teacher ratio showed a consistent lack of relation to achievement among all groups under all conditions.

This general mission of the Division is directly related to the observation we made in the report of our earlier Phase I study[1]:

> "Major changes that affect schools and the educational process in fundamental ways are occurring frequently and diffusing rapidly.... New opportunities are creating new problems such as the cost of innovation and the need to deal with new social and organizational dynamics. There are attitudes to be changed and new skills to be developed."

In sum, this is a matter of knowing what is happening and what is not happening in general education, and why.

3. To communicate about the state of general education. Information about how the State system of elementary and secondary schools is functioning is needed by such segments of the system as the Governor, the Legislature, the State Board of Education, the State Superintendent, school districts, intermediate units, professional organizations, colleges and universities, regional education laboratories, Federal government agencies, and others. The Division will initiate and supervise evaluations, collate research results and interpretations from regional education laboratories and other sources, gather and disseminate facts, figures, and judgments about aspects of general education; e.g., how students in other states, as well as in California, are being taught to read, and how well they are learning to read; promising pedagogical approaches, such as flexible scheduling, being tried and researched throughout the country.

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[1] Emerging Requirements for Effective Leadership for California Education, Arthur D. Little, Inc., November 1964.

4. To facilitate the improvement of instruction, supplemental services, and the administration of general education particularly in below average school districts and by assisting in strengthening the ability of intermediate units to provide necessary direct services and consulting assistance to local districts. This is principally a matter of scanning and identifying programs and services operating below minimum standards and, when necessary, providing direct consultative and task force services to improve them; e.g., modernizing the teaching of science in elementary schools, or up-grading the quality and effectiveness of high school guidance programs and services. The improvement services to such school districts would include bringing to teachers, administrators, board members, and community groups information about practices elsewhere; arranging for teachers and administrators to visit exemplary schools as opportunities to observe desired practices and to talk with the people involved about how the job is done; and conducting workshops and conferences utilizing teachers and others as expert resources to help plan and bring about improvement.

Improvement of general education also involves setting up special State-level projects and task forces such as those to develop criteria for history courses of study, for arranging textbook selection, or for developing a testing program.

C. CURRENT TRENDS AND FURTHER ASSUMPTIONS

1. A new educational partnership is evolving in California toward the establishment of a coordinated State system of public precollege education. The components of this system are local districts, intermediate units (offices of county superintendents singly or in groups), State Department of Education, State Board of Education, Legislature, professional organizations, colleges and universities, and other organizations such as educational research information centers, educational research and development centers, regional educational laboratories, and the Education Commission of the States. The essence of this system is a functional interdependence among individually distinctive units. This functional interdependence among elements in the system requires not only a high degree of cooperation, but also agreement and understanding of roles, effective communication, and an appropriate set of face-to-face work-ties among representatives of each of the elements in the system.

2. School districts, especially through unification, will increasingly possess capacities to help themselves and determine their

specific requirements for outside assistance. Direct services and consulting assistance to school districts will emanate mainly from intermediate units, professional organizations, universities, and regional educational laboratories.

3. The leadership role of the Division will be to help stimulate and provide opportunities for school districts, intermediate units, and other segments of the educational system to solve problems and further their own development and effectiveness. The Division will assist this development by being a clearing house of information about the activities and thinking of leading educators and critics of education, by discovering and evaluating significant inadequacies, and by emphasizing and providing special development services in areas of discovered need.

4. The Division will contain specialists in acquiring and disseminating information about what is going on in schools and in other agencies of importance to general education. They will be specialists about judgments others are making regarding what is and what is not occurring in schools, and why.

Other Division personnel will be oriented toward securing information and assistance for teachers and others in schools. They will know about the administration of schools -- the roles and functions of teachers, administrators, school board members and others.

Still other Division personnel will concentrate on planning and managing various projects or serving ad hoc task forces.

A number of specialists will be involved in the Division's functions on a "term basis" or on temporary assignments: e.g., as consultants to school districts, as members of special task forces or evaluation committees, or as State Education Advisors. The researcher who is studying early childhood development, the experimenter who is developing and testing new programs and approaches for teaching reading or new plans and methods for organizing schools, the scholar who is researching the basic structure of a field of knowledge, and the staff member of a research and development center or regional educational laboratory who is uniquely informed about certain developmental projects in schools, are illustrations of specialists who normally work outside the Division but who may be recruited as particularly valuable resource persons to work on special projects or important task forces for a limited period of time.

D. ORGANIZATION AND FUNCTIONS

The missions and purposes of the Division may be restated as functional capacities.

1. General Consultation: This is the capacity for sensing and reporting educationally significant activities occurring or not occurring in the State's local school districts; alerting Division management to the possible need for evaluation projects, new reports, developmental activities, and additional resources; functioning as a change agent in the improvement of educational programs and services by relaying and interpreting to personnel in intermediate units and local districts judgments made by educational researchers and special project task forces, and by stimulating, planning for and assisting in the strengthening of intermediate unit and local district capabilities. This capacity is represented by Educational Development Consultants who function as field consultants and are assigned to and operate in specific geographical areas of the State.

2. Monitoring Performance to Established Mandates and Minimum Standards: This functional capacity must embrace auditing and analyzing reports from local districts and intermediate units regarding conformance to minimum standards prescribed by the State Board and to program requirements established by the Federal government and by legislative mandates; alerting Division management and field consultants regarding potential problems and significant trends showing up in analyses of reported information; recommending changes in the design of reports to simplify their compilation by local districts and intermediate units and to increase their effectiveness and value; processing applications for approval of general education programs and courses related to adult education, veterans' education, licensing of private schools, and representatives selling correspondence courses. This capacity is represented by specialists called Consultants in Educational Audits and Approvals.

3. Reference and Dissemination: This functional capacity includes gathering, cataloging, summarizing and interpreting, and distributing research results and information about promising educational activities, services, ideas, projects, processes, things, and people important to general education. It is represented by Educational Reference Consultants and Technicians in the Division and by the Department's editors and publication staff.

4. Project Management: This includes determining the nature of potentially useful projects; recommending priorities of need for projects; generating proposals, designing, and planning approved projects (including the definition of objectives, budgets and staffing requirements); and managing or assisting in the management of projects for the evaluation and improvement of general education programs and services.

These capacities are embodied in four bureaus which comprise the Division of General Education. The Division is managed by an Associate Superintendent and Division Chief who reports to the Deputy Superintendent for Administration. The Division Chief is assisted by two administrative assistants. Reporting to the Division Chief are the chiefs of the following four bureaus: (1) the Bureau of Educational Reference and Dissemination, (2) the Bureau of Educational Development, (3) the Bureau of Educational Audits and Approvals, and (4) the Bureau of Project Development and Evaluation.

Figure 6 depicts graphically the organization recommended for the Division of General Education.

E. ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF GENERAL EDUCATION

The major responsibilities of this office include: (1) insuring the development and maintenance of a systematic flow of information of importance to general education; (2) identifying and defining opportunities and problems; (3) studying and recommending priorities, objectives, and plans for achieving approved objectives; (4) maintaining professional skills and resources in the Division appropriate to requirements; (5) managing the effective utilization of Division resources in support of approved policies and programs; (6) supplementing the professional resources of the Division as required with specialists from outside the Department; and (7) communicating about these matters with various publics inside and outside the Department.

The Chief will direct continuous efforts to learn about the state of teaching, learning, and research related to general education. Evaluations and judgments about educational successes, failings, and omissions will be developed as bases for planning and recommending new projects and programs or special allocations of money and manpower. Relationships vital to the functioning of the Division which the

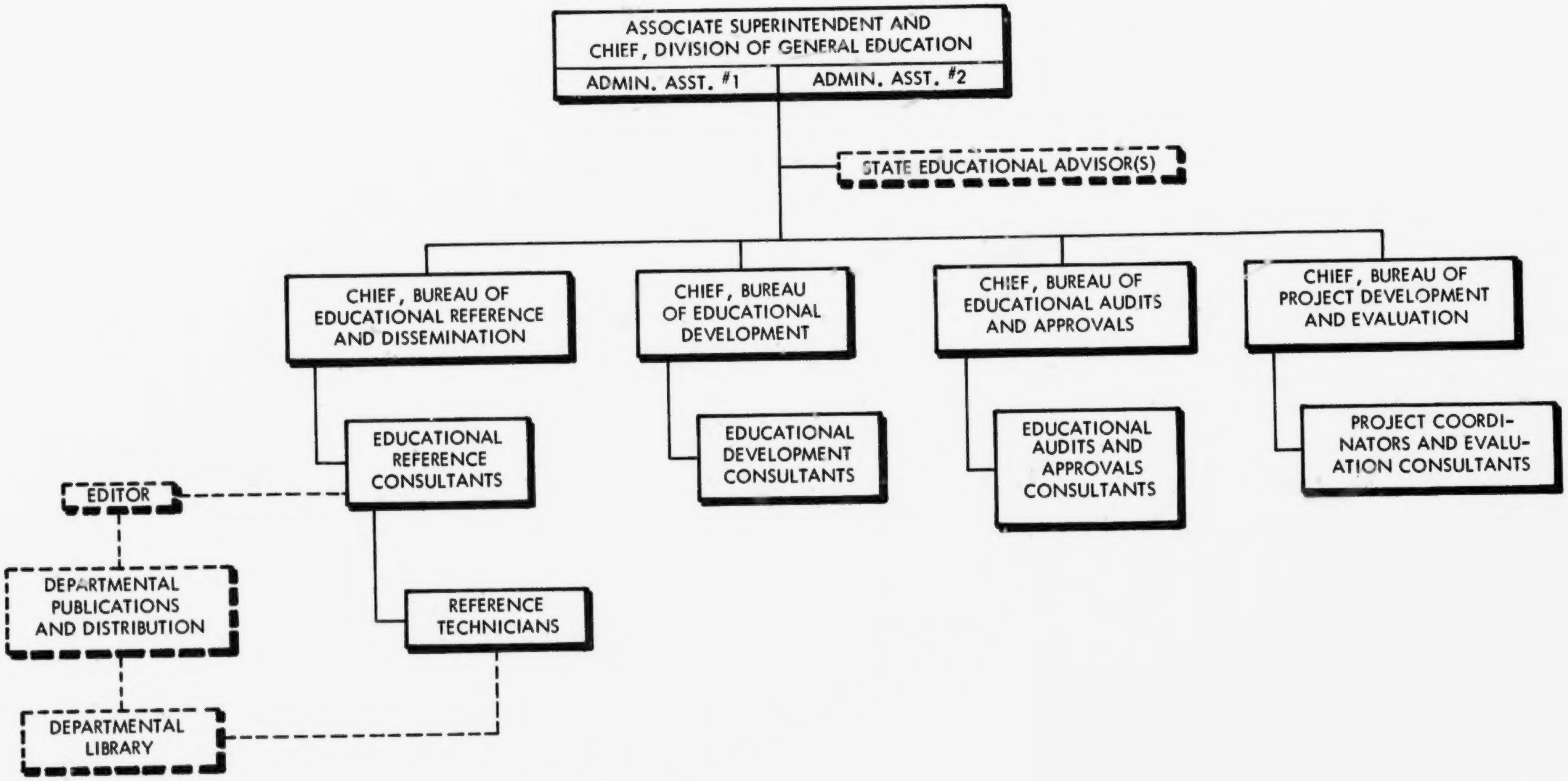
ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF GENERAL EDUCATION
ADMIN. ASST. #1
ADMIN. ASST. #2
STATE EDUCATIONAL ADVISOR(S)
CHIEF, BUREAU OF EDUCATIONAL REFERENCE AND DISSEMINATION
CHIEF, BUREAU OF EDUCATIONAL DEVELOPMENT
CHIEF, BUREAU OF EDUCATIONAL AUDITS AND APPROVALS
CHIEF, BUREAU OF PROJECT DEVELOPMENT AND EVALUATION
EDUCATIONAL REFERENCE CONSULTANTS
EDUCATIONAL DEVELOPMENT CONSULTANTS
EDUCATIONAL AUDITS AND APPROVALS CONSULTANTS
PROJECT COORDINATORS AND EVALUATION CONSULTANTS
EDITOR
DEPARTMENTAL PUBLICATIONS AND DISTRIBUTION
REFERENCE TECHNICIANS
DEPARTMENTAL LIBRARY

FIGURE 6

RECOMMENDED ORGANIZATION FOR THE DIVISION OF GENERAL EDUCATION

Chief must maintain include those with the Superintendent's Cabinet, the Legislature, the State Board of Education and its committees and commissions, the United States Office of Education, and publics such as professional organizations, intermediate units, regional educational laboratories, institutions of higher education, and other state departments of education.

The Chief, as has been true in the past, will be a prominent spokesman for general education in California. Demands will press upon him and his office for involvement in professional functions, for information, for decisions and interpretations, and for representation to governmental processes and other public activities. Division personnel will be instrumental to the functioning of the State Curriculum Commission and certain committees of the State Board. The Chief will plan and coordinate the provision of such staff assistance.

Because of the nature and volume of contacts and the diversity of the required relationships associated with this office, two administrative assistants are necessary. These assistants should be thought of as respectively operating primarily "inside" and "outside" the Department.

Administrative Assistant #1 will arrange for meetings, take and distribute minutes, note needs for and facilitate communication and planning within the Division, collect and collate information for budgeting, and assist with contacts and joint planning with other units in the Department. In short, he will be an internal catalyst, organizer, facilitator and scribe.

Administrative Assistant #2 also will function as an extension of the Chief, but primarily in relationships external to the Department. He will assist the Chief in communications and relationships with such publics as local districts, intermediate units, professional associations and other organizations, state and Federal government agencies, regional laboratories, educational research and development centers, legislative committees, the State Curriculum Commission, and higher education institutions. In short, he will assist the Chief in maintaining effective public relations.

F. BUREAU OF EDUCATIONAL REFERENCE AND DISSEMINATION

This bureau serves as an important information switching center. It will compile and disseminate information about programs, services, practices, and materials important to general education. The bureau will be staffed by a chief, educational reference consultants, and reference technicians.

The bureau chief is responsible for two major functions: (1) developing and managing a dynamic and effective system of information acquisition, collation, indexing, storage, retrieval, and dissemination; and (2) relating the functions and the output of his bureau to the Bureau of Educational Development (in contributing to the awareness and effectiveness of Educational Development Consultants), to the Bureau of Project Management and Evaluation (to assist in project and program planning and evaluation in general education), as well as to long-range planning for the Department and to serving legitimate needs of other groups within and outside the Department.

The information system will need to be invented. Appropriate plans, technology, equipment and probably staff capabilities do not now exist in the Division. Categories of information must be developed; systems for transmitting information must be designed; equipment and materials must be purchased; personnel must be selected and trained; and evaluation processes must be perfected. It is important that a bureau chief be selected who possesses the rather unique capabilities required to develop and manage this new system.

The information system will provide library and reference services to the planning and evaluation of programs, projects, services and materials of general education. Relevant references will include descriptions of what is being taught and how it is being taught in schools, reports of experimental and innovative activities, reports of research, and names of people and organizations as sources of information and consulting assistance. Information about the state of general education is essential for deliberations by the Cabinet regarding the need for program priorities within the Department, and for recommending policy and legislation to the State Board and the Legislature.

1. Consultant in Educational Reference

This consultant has a background of recognized competence as a specialist teacher, department head, subject matter specialist, instructional aids representative, pupil personnel services director, or in other specialized areas of general education. He can systematize ideas, summarize research reports, and interpret evaluation studies of instruction or supplemental services; he can abstract from the literature and define types of instructional problems needing attention; he can invoke the attention of Educational Development Consultants toward in-depth looks at teaching or curriculum developments and required resources in schools and intermediate units; he can help design the reference and dissemination services; and he can screen, organize and interpret information for users of these services.

Each Educational Reference Consultant is assigned to a specialized area of general education (e.g., industrial arts, mathematics, pupil personnel services) for surveillance in California and throughout the United States. His job is to find out what is happening in his subject area, where it is happening, who is doing it, and what judgments by "users" and qualified evaluators inside and outside the Department are being made about it. He may make (and should have a travel budget for) field trips to obtain first-hand information by sampling materials and observing activities in "light house" schools, workshops, regional educational laboratories, and professional meetings.

Each consultant is a starting point for anyone who wants to get briefed on what is happening in a given subject area; e.g., personnel from several intermediate units get together to talk about a cooperative program to improve pupil personnel services and want to know where to start, who to talk to, what resources inside and outside the Department might be used. Or, he is the starting point for the research oriented educational psychologist who wishes to know about guidance programs in elementary and secondary schools. He may be requested to speak to workshops or professional groups because he has a wealth of information readily available about the scholarship, research results, and experimental activities of others in his specific area of concern.

He is frequently contacted by personnel in intermediate units who seek information about consultants, exemplary courses of study, names and locations of districts that have tried a new pedagogic technique, and research being done in universities. He is contacted by researchers who want copies of prepared bibliographies or abstracts of research. Professionals in the Bureau of Project Development and Evaluation may get library research done through him by a technician to compile "bench marks" or criteria potentially useful in evaluating educational programs.

He prepares reviews and compiles bibliographies largely through his reference technician. He maintains information about researchers and outside consultants contributing to his area of interest and about the resources and assistance available through various institutions and agencies doing work in the area assigned to him. He selects material to be indexed and stored and his reference technician does the indexing and preparation for storage, e.g., microfilming. He alerts others in his Division and throughout the Department to developments bearing on their interests but emanating from his area of concern.

The consultant will identify and catalogue other reference individuals and agencies in the State and elsewhere; e.g., educational research information centers (ERIC), regional educational laboratories, and educational research and development centers sponsored by the United States Office of Education; the Educational Products Information Exchange sponsored by the Institute for Educational Development; the Institute for the Development of Educational Activities sponsored by the Kettering Foundation. He will make contact and establish reciprocal or sharing relationships with them. He offers a "switchboard" service by referring inquiries for information to such agencies and securing information from them.

Important: Although the process of doing these things will make him personally knowledgeable, his primary responsibility is to operate a system of educational "intelligence." This intelligence data must reside primarily in records and reports; this information system must not be dependent upon any person's continued tenure in the Division.

The early development of the information system undoubtedly will involve some trial and error efforts. The specific categories of reference which will be desired by teachers, administrators, and researchers must be learned, either through preliminary "market research" or in an evolutionary way. Initially, a task force made up of part-time or "term assignment" specialist personnel drawn from outside the Department might augment a small core of reference consultants selected from within the Department in establishing the system. Categories can then be added, refined, or deleted depending upon experience with the nature and volume of requests for information and evaluative judgments of Departmental staff and other representatives of the State's educational system.

An initial set of Educational Reference Consultants in the Division of General Education might include:

CURRICULUM

- a. Arts
  - Graphic
  - Performing
- b. English and Humanities
- c. Foreign Languages
- d. Health, Physical Education and Recreation
- e. Industrial Arts
- f. Mathematics
- g. Physical Sciences
- h. Reading
- i. Social Sciences

EDUCATIONAL PROGRAMMING AND SERVICES

- j. Enrichment Programming
- k. Instructional Resources
  - Audio-visual
  - Library
  - Programmed Instruction
  - Television
- l. Preschool Education
- m. Adult and Continuing Education
- n. Educational Organization
  - Flexible Scheduling
  - Team Teaching
  - Administrative Organization
- o. Pupil Personnel Services
  - Guidance and Counseling

Medical and Nursing Services
Psychological Services
Social Work Services

2. Reference Technician

This person specializes in the compiling and digesting of information, preparing it for storage (classifying and indexing), maintaining information in "active" files, forwarding prepared information to the library for storage, "interrogating" the storage system for information to be retrieved, compiling bibliographies, performing library research (although not necessarily literally in "libraries" in every case), and generally aiding the reference consultant. The work of each technician will be directed and supervised by the reference consultant(s) to whom he has been assigned.

3. Editor

A very considerable volume of abstracts and reports from the reference consultants will need to be disseminated to a variety of publics (consultants in intermediate units and school districts, boards of education, teachers, and researchers). There will be a corresponding need for a sizeable editorial capability to ready material for publication, design or obtain illustrations and graphics, design layout and select typography. The Editor who serves the Division of General Education should be a staff member of the central editorial and publication unit in the Office of Departmental Supporting Services.

4. Publication and Distribution

This is a production, storage, and distribution functions, also located in the Office of Departmental Supporting Services, which handles the production of the editorial output of the Division and the Office and responds to request by library personnel and reference consultants regarding printing, distribution, and mailing of published materials.

5. Library

This is an information storage and retrieval system serving all the varied professional functions in the Department. Eventually, it should be located in the Office of Educational Information Services. Initially, it should be maintained in the Bureau of Educational Reference and Dissemination. After a year or two of operation a central Departmental Library should be established in the Office of Educational Information Services.

Division personnel select material to be filed in the library and are the major customers of the service. However, it should be set up to permit interrogation by qualified non-departmental personnel for research purposes (e.g., studies of administration and organization), but not to service routine requests. Such requests ordinarily should be channeled through a reference consultant or a reference technician who will know how to interpret requests for information and obtain it efficiently.

The usual library functions of processing texts, periodicals, and newspapers will be kept to a minimum. Courses of study from all school districts will not be stored. The understanding of where the right information is located is the key. Who, located where, knows what? What published material, located where and in what form, is available? Some school district courses of study and course outlines may be kept on hand but only for illustrative purposes. Large scale accumulation is not needed because of redundancy among courses of study, the problem of storing them, and because there is little need for access to large quantities of them.

Existing regional curriculum material depositories may need to be continued, especially if they develop as curriculum laboratories to serve teachers and others. However, these developments probably should be resisted in favor of encouraging regional development (such as the supplemental educational centers) and use of curriculum laboratories in large school districts and intermediate units.

G. BUREAU OF EDUCATIONAL DEVELOPMENT

The general mission of this bureau is to see that the needs of schools in local districts for consulting assistance and direct service on matters of general education are met. This entails arrangements for getting qualified professional resources to those school districts that need them most. Intermediate units increasingly will supply this necessary direct consulting and developmental assistance as their capabilities are strengthened and extended. Bureau personnel will have an important responsibility in defining and communicating local district requirements for professional assistance and in stimulating, assisting and supporting intermediate units in the development and application of appropriate resources.

In spite of observed trends in the improvement of general education programs and services in the schools of the State, there will continue to be school districts that are substandard in some respects. They may need assistance in designing improved programs, developing personnel, acquiring better materials, securing professional consultants, solving instructional problems, extending the range and quality of pupil personnel services, or in other areas. Bureau personnel will work with school district and intermediate unit personnel to help them "move ahead" in developing close, effective working relationships; bureau personnel will work directly with school districts to supplement the efforts of intermediate unit personnel, as required, and to the extent that the intermediate unit cannot supply the needed assistance. Examples of assistance are: evaluating and diagnosing what needs to be done in instruction; defining and endorsing the need for special funding; helping in the formulation of curriculum development plans; and simulating constructive action; e.g., suggesting and specifying the need for a task force of subject consultants or master teachers who could be located for a time in a sparsely populated, underfinanced, and understaffed area to work directly with teachers and supervisors in districts and intermediated units.

1. Consultant in Educational Development

Consultants in this bureau can be regarded as experienced school masters. Their backgrounds include experience as a teacher, supervisor, and administrator (including that of an assistant superintendent for instruction and possibly that of a superintendent). They know how to work successfully with teachers, principals, superintendents, school board members, and other leaders in local communities. This consultant is not a subject matter specialist; he is more of a "generalist" who is expert in stimulating and influencing improvement in general education. He represents a broadly developed and scarce consultant resource who is deployed in selective ways as a "change agent" to catalyze and assist in the recognition and elimination of substandard educational programs and services and in the development and utilization of appropriate professional resources in school districts and intermediate units. His general functions include assisting school districts which need help in the analysis and definition of problems, disseminating information about new programs, assisting in the adoption and modification of programs and observing the degree to which minimum standards are met.

Through a variety of techniques including reviews of standard reports and evaluation studies and visits to intermediate units and school districts, he keeps in touch with the opportunities and problems, the frustrations, and the educationally related "hurts" and needs in the geographic area to which he is assigned. Also, he is alert to evidence of needs or problems which may not as yet be identified or judged serious by local districts. His clients are not educational administrators, or specialists or teachers in a given subject area, nor are they even the local districts; his dedication must be to the broader social needs that general education in California must meet. For example, he must be concerned about a district which is meeting only the present requirements of life in a rural community or which has an antiquated science curriculum. He may provide specific information and suggestions to educators and members of school boards, but he is primarily concerned with problem identification, educational development, and quality control in general education.

In the bureau, he prepares periodic reports summarizing his observations and development activities. He may recommend special studies or investigations to ascertain the specific dimensions of problems he is able to sense only in general terms, e.g., student achievement in language. He may recommend redirection of intermediate unit or Departmental resources to meet changing patterns of needs, e.g., foreign language curricula. He may recommend and assist with others in strengthening an intermediate unit so that it may better serve its clients. He may challenge the need for established and available but underutilized resources housed in a particular intermediate unit, e.g., curriculum laboratory or research services. He may call for steps to alert and educate a complacent public or an indifferent professional group to new opportunities or new problems, e.g., by recommending the appointment of a State Educational Advisor in General Education.

Through the bureau chief his observations and evaluations are integrated with others for use by the Superintendent and the Cabinet, and by the Associate Superintendent and Chief of the Division of General Education. He and his colleagues in the Division systematically contribute to the early and effective sensing of emerging issues and problems in general education which should be brought to the attention of and considered by the Cabinet in its long-range planning. Regular staff meetings of bureau and Division staff should be held for this purpose. He may assist in the framing of proposals to the State Board of Education for special studies or for developmental projects. He may assist in the drafting of proposed legislation. He would undertake these tasks at the direction of his supervisors after a decision by the Superintendent in a Cabinet meeting.

This consultant actually functions as a broadly informed generalist. He knows social problems and their educational correlates, educational systems, resources (present and potential), and trends and inhibitors of change. He is there to identify needs and problems and to assist in the development of improved educational opportunities and resources in his assigned area. He is a systematic "consumer" of materials from a broad spectrum of Educational Reference Consultants as well as an avid reader of various education journals and publications. He helps identify symptoms of problems and recognize needs for improvement. He contacts and arranges for the involvement of appropriate resource people inside and outside the Department. He helps argue for funds for various programs and improvement projects. In essence, he shares a change agent role with supervisors and specialists in intermediate units and school districts.

The value of the Educational Development Consultant, and consequently his reputation, will be a function of his personal and professional effectiveness in influencing constructive change in general education, together with the quality of his relationships with successful educators and other community leaders. His acceptance in his assigned role will be facilitated by endorsements by people from whom he gathers information and to whom he presents it, and by his active and constructive participation in those professional organizations important to educational development. The fact that Educational Development Consultants function as generalists by no means should be interpreted that they can be lacking in competence. They must be broadly knowledgeable, sensitive to the need for change, skillful in stimulating improvement, and respected for their wisdom. This bureau cannot be a "dumping ground" for professionally obsolete staff.

Consultants in this bureau should be assigned by geographical areas and the specific allocation of their time and effort should be based on the intensity of the need for improvement of local district and intermediate unit programs and resources. Teams of two (or possibly three in some areas) Educational Development Consultants could be assigned to work with groups of local districts and intermediate units according to the six areas into which the state association of county superintendents is organized. Occasional visits to outstanding school systems and intermediate units will be necessary for personal familiarization with successful new developments and with the processes involved in successful adoptions and implementations. Consultants probably should be rotated to different areas every three or four years to provide local districts and intermediate units with the opportunity to benefit from consulting staff representing somewhat different backgrounds and possessing a somewhat different set of skills and perspectives.

H. BUREAU OF EDUCATIONAL AUDITS AND APPROVALS

This unit is managed by a bureau chief and is made up of consultants each with the title of Consultant in Educational Audits and Approvals. They will handle most of the compilation and evaluation of information about the status of general education, other than that which is compiled as statistical data (e.g., test scores of teacher/pupil ratios) or as specific research (e.g., a formal study of the teaching of English as a second language, which would be planned and carried out by an _ad hoc_ research group). For example, consultants in this bureau would analyze for evaluation purposes the information in the presently mandated October Report, and would review and approve high school courses of study as well as plans for elementary school summer sessions.

Decisions to approve individual program applications and to sustain or renew funding for teaching will be made here, e.g., the processing of NDEA or ESEA Title II proposals from local districts. Consultants will be specifically assigned to monitor the administration and the use of funds in approved special programs in general education such as the Miller-Unruh Basic Reading Act, driver instruction, and adult and continuation education. Personnel in the bureau will depend significantly upon officials in local districts, intermediate units, and professional organizations to assist with the monitoring process by supplying systematic reports regarding the administration and evaluation of such programs. When staff exist in the field who can perform such administrative and evaluative reporting functions, along with their regular assignments, in support of the bureau's auditing responsibilities, e.g., Director of Physical Education and Athletics in a school district, such functions should be delegated. The Consultants in Educational Audits and Approvals will usually monitor school programs by reviewing standardized reports and by collecting, collating, and interpreting the observations of others more continuously closer to the schools and the activities of teachers.

As implied above, consultants in this bureau work principally at the central office of the Department; they are not field consultants. However, they work cooperatively with the field consultants in the Bureau of Educational Development. They distribute reports of the results of their auditing and monitoring process to the Educational Development Consultants, particularly to alert them to possible problems or deficiencies in local districts or intermediate units which may require consulting assistance. Data analyses and reports from the Bureau of Educational Audits and Approvals are reviewed by the Division Chief, together with observations and reports from the Bureau of Educational Development, so as to discover indications of new opportunities or symptoms of emerging problems which merit systematic study and consideration by the Superintendent's Cabinet and possibly by the State Board in long-range planning for general education.

Career consultants in the Bureau of Educational Audits and Approvals will have been teachers and probably supervisors or administrators. They must understand how teachers and administrators usually think and work -- what they do and why -- in order to execute the auditing and monitoring process sensitively, and in order to make informed and appropriate judgments in approving applications. They must be sensitive to how well routine and special reports of teaching programs and services actually represent what is happening in schools in relation to specified goals, standards, and criteria. They will be involved continually with other consultants in the Division in evaluating the adequacy of current reporting mechanisms and in recommending and designing needed improvements.

Consultants in this bureau must be specifically knowledgeable about both Federal and State educational legislation, the State Board policies and regulations, and Departmental procedures relating to minimum standards, criteria, and processes for approving applications for special programs in public schools and for licensing private schools. The mass, detail, and complexity of such prescriptions will necessitate the assignment of auditing and approval responsibilities to consultants by specific areas in general education, e.g., adult and continuing education, driver education, NDEA programs, and the authorization of private schools to issue diplomas and certificates.

I. BUREAU OF PROJECT DEVELOPMENT AND EVALUATION

This bureau is managed by a bureau chief and consists of a small group of coordinators and consultants skilled primarily in project planning and administration, and in evaluation. When the State Board of Education or the Superintendent's Cabinet charters the Division Chief to initiate certain ad hoc projects, or to carry out and report the results of special evaluation studies related to general education, such projects and studies would be planned and formulated in this bureau. After receiving any necessary approvals, the projects and studies could be carried out in the following ways:

(1) Project Coordinators in the bureau would manage the projects which would be staffed by --

  (a) consultants in various bureaus of the Division on either part-time or full-time bases,

  (b) professionals from outside the Department hired on a part-time or term basis, or

  (c) a combination of Division staff and "temporary" staff.

(2) A Project Coordinator would be hired from outside the Department on a temporary or term basis and could report either to the Division Chief or to the bureau chief; an *ad hoc* project team or task force would be formed largely from professionals outside the Department hired on a temporary basis, consultants from within the Division might also be a part of the project team on either a part-time or a full-time basis; other Project Coordinators from the bureau might be assigned to serve as administrative or staff assistants to the project.

(3) After the need for a specific study regarding general education has been recognized and the objectives and necessary scope of the study defined and approved, the Superintendent's Cabinet and/or the State Board may elect to contract with an organization outside the Department to perform the study. The Chief of the Bureau of Project Development and Evaluation might then serve as the key liaison contact with the study group on behalf of the Division Chief and the Department.

1. Coordinators and Consultants in Project Development and Evaluation

A core staff of Project Coordinators would be responsible for handling administrative responsibilities for special projects of the Division very much as the administrative consultants currently do in the present NDEA Bureau. The Project Coordinator will arrange and manage planning and evaluation conferences, major work-shops, and training institutes. He will provide staff assistance to and liaison with special committees and commissions of the State Board, and also to various advisory and other curriculum committees or study groups. He will communicate with school districts, intermediate units, and professional organizations about the need for and their interest in various special projects or evaluation studies, the nature and intent of related Federal, State and foundation programs, and the availability of monies for special projects. He will assist in developing, promoting, processing and evaluating proposals for projects of school districts, intermediate units, the Division, and other legitimate applicants.

The role of the Project Coordinator in this bureau is quite different from the roles of consultants in other bureaus of the Division. He is not a subject matter or an instructional specialist and neither does he audit reports or issue approvals for regulatory purposes. While he can be considered to function, at least in part, as a change agent, his role differs from that of Educational Development Consultants who tend to establish close, developmental relationships for rather extended periods of time with various school district and intermediate unit personnel in a limited area of the State. The Project Coordinator is concerned with the planning and administration of specific projects and studies. He is skilled in making arrangements, solving logistical support problems, and in communicating effectively with persons and groups essential to a project or study. He is acquainted with schools, school administration, and the problems of school people and systems. He may have been a school administrator, a school district business manager, or an administrative assistant to a business manager, but it probably is not necessary for him to have been a teacher. He also may have been hired from a business or industry serving education, e.g., a project manager or assistant of a firm which develops and sells goods and services to school systems.

The bureau staff also should include at least one or two Evaluation Consultants. These professionals are primarily involved in formulating and designing studies for the purpose of evaluation. They are skilled research designers and their principal contributions stem from their assistance in planning and designing studies so that the results will be valid and meaningful. They do not make "evaluative judgments" of general education programs and services on the basis of accumulated experience or expertise. They will obviously be skilled and experienced in research design related to education, but they need not possess training or experience as teachers or school administrators.

Evaluation Consultants will assist in translating observed indicators of a possible problem in general education into plans for a study to investigate the nature, extent, and implications of the potential problem. Their skills also should be applied to the process of defining objectives for various units within the Division in ways which will facilitate measurement of progress in achieving such objectives, and to the design of instruments and studies for evaluating the comparative effectiveness of various Division projects and services. Such studies should be carried out by ad hoc task forces led and largely staffed by professionals hired from outside the Department.

While the Evaluation Consultants report to the bureau chief administratively (i. e., for assignments, allocation of their time and efforts, salary review, and general administrative direction), they also have a professional and functional relationship, along with their correlates in other divisions, to the Assistant Superintendent for Departmental Program Evaluation. Together they form the Departmental Research Committee which is chaired by the Assistant Superintendent and which deals with technical problems of research design, methodologies of evaluation, and issues of quality control throughout the Department.

J. STATE EDUCATIONAL ADVISORS IN GENERAL EDUCATION

From time to time the Division Chief may identify opportunities to utilize effectively the services of one or two State Educational Advisors. These are individuals hired by the Division Chief within his approved budget and for limited time periods, perhaps on a part-time basis, but preferably full-time. Their services may be used in several ways and for different purposes:

(1) To work with project teams in attempting to define a problem area or to develop an improvement in general education;

(2) To speak from a highly visible platform about new developments, recent research findings, or other aspects of general education which are timely and of concern to educators;

(3) To stimulate new thinking and "unlocking" regarding outmoded concepts and emerging requirements, to act as a "lightning rod" in attracting constructive comment

and in focusing the State's attention and resources on some problem or opportunity of special significance; and

(4) To participate in seminars, conferences, and workshops for the purpose of contributing to the professional development of personnel in the Department and in local districts and intermediate units.

These special advisors are individuals with highly developed reputations and prior visability. Their research, writing, comments, or leadership have attracted notable recognition. They might be recruited from any place in the country: from local districts, intermediate units, colleges and universities, regional laboratories, various governmental agencies and programs, professional associations, or from business and industry.

Decisions to appoint State Educational Advisors may come about in several ways. The State Board may wish to focus attention and stimulate thinking and comment on issues raised by members of the Legislature, by SCPE, by various research studies, or by professional staff of the Division of General Education. An innovative Division Chief may decide to inject a little ferment into education by giving a "pulpit" to someone who has some exciting new ideas or perspectives. Or, evaluation studies may give rise to suggestions that an advisor be brought into the Division to call attention to an emerging social problem of relevance to general education, to assist in creating awareness of and interest in new educational developments, or to help catalyze the innovation diffusion process and reduce the time lag from the point at which innovations have been tested and found valid to the time when they are generally adopted.

CHAPTER V

ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF VOCATIONAL EDUCATION

A. GENERAL MISSIONS

1. To assist the Superintendent and the State Board of Vocational Education (the State Board of Education is currently responsible for governing and establishing policy for vocational education in the public schools up through grade 14) in identifying California's needs for vocational education in precollege institutions and by developing and systematically updating a comprehensive State Plan to meet emerging requirements. This necessitates the operation of an effective intelligence system so that data regarding imminent and significant changes in the State's social, economic, and industrial systems can be translated into related opportunities and requirements for vocational education. In particular, the Division must be sensitive to the needs of population segments not usually participating in academic or traditional vocational education programs and thus requiring special programs, e. g., the "hard core" unemployed, the culturally and economically disadvantaged, the mentally or physically handicapped, prisoners, and migrant workers. In the operation of the intelligence network and in planning for the fulfillment of such specialized needs, cooperative arrangements must be effected with a variety of agencies and groups important to and potentially benefited by vocational education.

2. To design or adapt Statewide programs to meet changing patterns of the State's requirements for precollege vocational education, and to assist local districts and intermediate units in establishing and maintaining vocational education programs and services appropriate to the needs of students (youth and adults) and to the manpower requirements of the area. This includes the provision of opportunities to: (a) explore, identify, and match individual aptitudes, interests and talents with appropriate and available occupational opportunities; (b) acquire skills and become prepared for basic entry-level jobs; (c) develop knowledge and skills for occupational upgrading; and (d) acquire pretechnical education and training.

3. To provide for State-level guidance, direction, participation, and liaison in connection with planning and evaluation of programs involving vocational education. This includes the employment of surveys, task forces, and research projects (including the use of ad hoc staff on temporary assignment) to identify requirements for new programs or changes in current ones, and to develop course outlines and materials.

It also includes the use of representatives from different vocational and educational categories and specialties in teams to develop needed programs in new areas, especially for occupations, courses, and services which do not fit into traditional categories; e. g., orientation to the world of work in elementary school, occupational and career guidance in high school, and preparation for participation in an increasingly technical society.

Fulfillment of this mission will involve participation in interdivisional programs or projects to deal with educational problems and opportunities requiring the employment of multidisciplinary teams; e. g., vocational education for the handicapped, the use of multimedia instructional aids in vocational education, and the use of computer based information systems in vocational counseling and guidance. This may also require participation with personnel from the State administrative agency for community (junior) college education in study groups or task forces to plan jointly for the allocation of resources, the development of programs (especially for adult education), and for articulation with post-secondary institutions.

4. To identify needs for, plan and carry out, or stimulate other agencies to plan and carry out, research in vocational education, and to disseminate information on new developments and the results of research in vocational education to all appropriate personnel and agencies. This involves the establishment of an information system to systematically collect, review, and report new developments in vocational education, who is involved with them, where they are happening, and the nature of the results. This requires effective communication with consultants in the field, contacts with other vocational education agencies, and an operational linkage with the United States Office of Education sponsored educational research information center devoted to vocational education. Information must be collected, collated, abstracted and interpreted as necessary, and published and disseminated to Departmental staff, school districts, intermediate units, and other appropriate agencies.

5. To sense needs for and apply necessary resources to the strengthening of intermediate units and their capacities to supply vocational education consultative assistance and direct service to local districts. It is important for Departmental staff to work through, capitalize upon, and strengthen intermediate unit resources in vocational education. Regional offices of the Division should not be viewed as "permanent" installations supplanting the need for intermediate unit resources and capabilities in vocational education.

6. To ascertain present and future requirements for vocational education instructors and plan for their preparation and supply. This involves sensitive analyses and projections of the supply of and demand for vocational education instructors by number, kind, preparation, and location. Cooperation with colleges, universities, community colleges, accreditation agencies, business and industry, organized labor, private foundations, and the United States Office of Education will be required in planning teacher preparation programs, any necessary standards for certification, and possible incentives so as to acquire the necessary number, quality, and distribution of qualified instructors. Further, it is important for the Division to establish programs and facilities, in cooperation and conjunction with other agencies, to provide appropriate pre-service and in-service training for vocational education instructors.

7. To satisfy, on behalf of the State, Federal requirements to promote, administer, and supervise vocational education programs and activities supported by Federal funds, and to regulate and approve, as required by Congressional acts, State legislation, and State Board policy, proposals to establish vocational education programs, the expenditures of Federal and State monies, the quality and nature of programs and facilities, the qualifications of instructors, and the conditions under which diplomas and certificates of graduation are issued. Much of this regulatory, monitoring, and approval function can be carried out by the use of well designed and standardized applications and reports. Discrepancies and trends of developmental requirements can be determined in part by systematic analysis of such applications, reports, and statistics. Increasing amounts of on-the-scene checking and assistance with problems can be carried out and reported by personnel in intermediate units, as such units acquire the necessary resources and capabilities.

B. ASSUMPTIONS

1. The State Board of Education will continue to be responsible for the State-level governance of community colleges in California and for policy setting (within limits set by the Legislature and Federal agencies) with regard to vocational education in community colleges.

2. A separate State-level administrative agency for community college education will be established. The chief executive officer of that agency will report directly to the State Board and serve as its executive officer in carrying out Board policy regarding community college education, including that regarding vocational education programs and services offered by the State's community college system.

The scope of this study did not include considerations of the feasibility or merits of alternative modes of governing the State's community college system. If, as recommended by a recent study[1] and endorsed by the Coordinating Council for Higher Education, the Legislature acts to establish a new and separate board to govern the community colleges, then arrangements other than the ones we have considered and recommended in this study will need to be made for the State-level governance and administration of vocational education.

3. Any continuing requirements (such as those of the United States Office of Education) for a State administrator or director of vocational education to serve as the administrative agent of the State Board of Vocational Education can be met by the Board appointing either the Associate Superintendent and Chief of the Division of Vocational Education or the Assistant Chancellor for Vocational-Technical Education (in the new agency for community colleges) as the administrative agent of the Board. The appointment might even be rotated between the two administrators. The important result to be sought is that of joint planning and effective collaboration between the two vocational education agencies. Directives by the Board to the Superintendent of Public Education and the Chancellor of Community College Education to insure joint planning and collaboration should obtain the desired result. It might also be reasonable to expect that any State plan for vocational education submitted by either agency should show evidence of joint planning efforts. The two plans might even be presented jointly at the Board's request to demonstrate their complementarity. Such planning is particularly important in providing for the diverse, changing, and increased requirements for adult education and training.

4. A number of vocational education consultants and staff now serving the State's community colleges from the Bureau of Vocational-Technical Education in the Division of Higher Education will be transferred to the vocational education unit of the new State administrative agency for community college education.

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[1] State Level Governance of California Junior Colleges: A Report from the Center for Research and Development in Higher Education, L. L. Medsker and G. W. Clark, University of California, Berkeley; A special study authorized and supported by the California Coordinating Council for Higher Education; August, 1966.

5. These organizational recommendations for vocational education should not be regarded as final and enduring. A comprehensive two-year study of the State's vocational education needs and implications for programs, resources, and support is currently being negotiated. The results of the impending study could have an important bearing on possible new functional requirements and consequent organizational capacities and configurations of the State's vocational education system. We do not imply that action to reorganize the vocational education unit in the Department should be deferred; we merely wish to record the likelihood that further changes may be necessary.

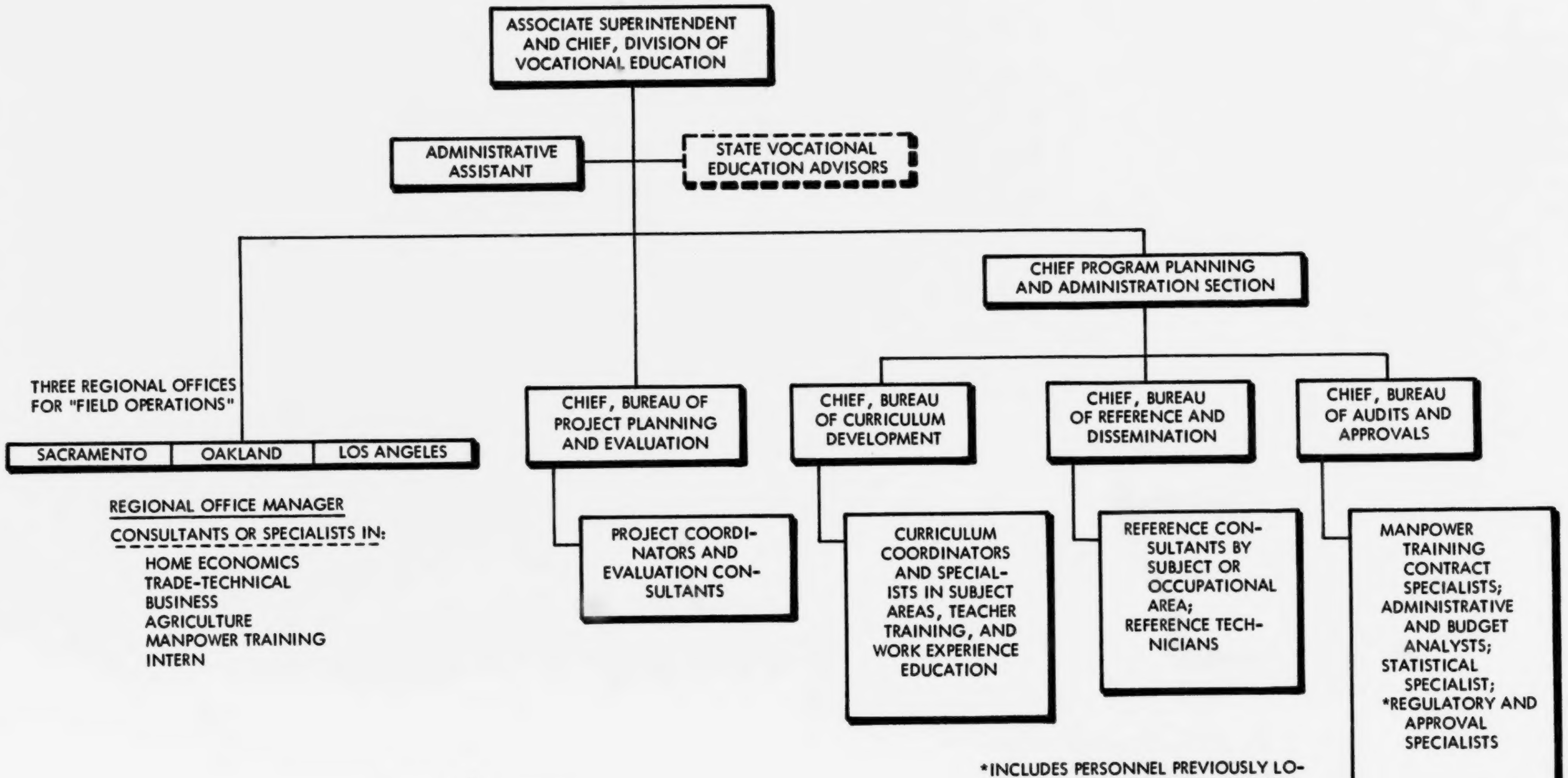
C. ORGANIZATION AND FUNCTIONS

1. Discussion

No major changes have been made in the organizational structure of the vocational education unit of the State Department of Education in the last 50 years. During this time it has been organized along subject area lines in accordance with categories of Federal aid to and through bureaus of agricultural education, business education, homemaking education, and industrial education.

With the development and proliferation of new occupational categories and subjects, and particularly as a result of the Manpower Development and Training Act of 1962 and the Vocational Education Act of 1963 (PL 88-210), the significant need for reorganization has been recognized. In the last two or three years considerable attention and study has been given to possible ways of reorganizing the Department's vocational education unit so as to enable it to act more flexibly and to cope more effectively with the dynamics of change.

We strongly recommend that the Vocational Education Section be converted into a division of the Department as soon as possible. Currently, the Section is composed of approximately 85 professionals. It is responsible for allocating approximately $30 million per year of Federal and State funds in addition to being responsible for the purchase of equipment and for the quality control of instructional programs funded by various statutes and Congressional acts. It regularly interacts with a variety of other State and Federal governmental units at all levels, and it is significantly involved with a variety of "lay" organizations. It currently is responsible for programs up through grade 12, and there is a need for more effective communication between vocational education and other elements in the Department, with the Superintendent, the State Board of Vocational Education, and the Legislature. In addition to the fact that the


ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF VOCATIONAL EDUCATION
ADMINISTRATIVE ASSISTANT
STATE VOCATIONAL EDUCATION ADVISORS
CHIEF PROGRAM PLANNING AND ADMINISTRATION SECTION
THREE REGIONAL OFFICES FOR "FIELD OPERATIONS"
SACRAMENTO
OAKLAND
LOS ANGELES
REGIONAL OFFICE MANAGER
CONSULTANTS OR SPECIALISTS IN:
HOME ECONOMICS
TRADE-TECHNICAL
BUSINESS
AGRICULTURE
MANPOWER TRAINING
INTERN
CHIEF, BUREAU OF PROJECT PLANNING AND EVALUATION
PROJECT COORDINATORS AND EVALUATION CONSULTANTS
CHIEF, BUREAU OF CURRICULUM DEVELOPMENT
CURRICULUM COORDINATORS AND SPECIALISTS IN SUBJECT AREAS, TEACHER TRAINING, AND WORK EXPERIENCE EDUCATION
CHIEF, BUREAU OF REFERENCE AND DISSEMINATION
REFERENCE CONSULTANTS BY SUBJECT OR OCCUPATIONAL AREA; REFERENCE TECHNICIANS
CHIEF, BUREAU OF AUDITS AND APPROVALS
MANPOWER TRAINING CONTRACT SPECIALISTS; ADMINISTRATIVE AND BUDGET ANALYSTS; STATISTICAL SPECIALIST; *REGULATORY AND APPROVAL SPECIALISTS

*INCLUDES PERSONNEL PREVIOUSLY LOCATED IN THE BUREAUS OF ADULT EDUCATION AND READJUSTMENT EDUCATION

FIGURE 7

RECOMMENDED ORGANIZATION FOR THE DIVISION OF VOCATIONAL EDUCATION

United States Office of Education and many other states, including those with good reputations for effective departments of education, have assigned divisional (or the equivalent) status to vocational education, the overriding need for strengthening the effectiveness of the vocational education unit is the emerging critical importance of vocational education as an instrument of social, economic, technological, and educational policy.

2. Organization Structure of the Division

Figure 7 represents graphically the organization we recommend for the Division of Vocational Education. It should be managed by an Associate Superintendent and Chief of the Division. He should be provided with an Administrative Assistant to help with both the many "outside" involvements and communications of the Division Chief (including the new requirements for liaison contacts with the community college vocational education unit) as well as those with the regional offices. Reporting to the Division Chief should be a Chief of the Program Planning and Administration Section, the Chief of the Bureau of Project Planning and Evaluation, the managers (or supervisors) of the three regional offices, and one or two State Vocational Education Advisors (employed on a temporary basis).

The Program Planning and Administration Section is essentially an integrated "headquarters unit" to develop new programs, improve curricula, design materials, and generate and disseminate reports and other information on developments in vocational education for use by staff in the field (located in regional offices) and by other agencies important to vocational education; e. g., intermediate units, school districts, United States Office of Education, and the community college agency. Staff personnel are also responsible for planning and developing preservice and in-service training experiences for vocational education instructors, and for carrying out the regulatory and reporting functions of the Division. Reporting to the Section Chief are the chiefs of three bureaus, Reference and Dissemination, Curriculum (or Program) Development, and Audits and Approvals.

D. BUREAU OF REFERENCE AND DISSEMINATION

The primary functions of this bureau are quite analogous to those carried out by the similarly designated bureau in the Division of General Education. The Bureau Chief is responsible for two major functions: (1) establishing and operating an effective system of information (acquisition, collation, indexing, storage, retrieval, and dissemination), and (2) relating the functions, services and the products of the bureau to field operations staff in regional offices, to other appropriate staff in the Division, as well as to other agencies within and outside the Department.

Reference Consultants in the bureau are each assigned a subject area or an occupational area about which to gather and disseminate information. Reference Technicians serve the Reference Consultants as assistants. Materials which are gathered, abstracted, indexed, and those which get published for dissemination may be stored for retrieval in the Division library maintained temporarily by the Bureau of Reference and Dissemination. However, as soon as a Departmental library or information center is established in the Office of Educational Information Services, such materials should be transferred to the central clearing house for storage, retrieval, duplication, and further dissemination.

Typical functions and tasks to be carried out by the Bureau of Reference and Dissemination include the following:

- Maintain on a current basis and distribute to appropriate Departmental staff, school district, and intermediate unit personnel, and other appropriate agencies and institutions, information pertinent to vocational education in California.

- Collect, collate, abstract and interpret if necessary, and arrange for publication and distribution reports of vocational education research projects, results of experimental and pilot programs, accounts of new program and curriculum developments, descriptions of innovative instructional' methods, and the effects of new methods, programs, and services.

- Arrange for information exchanges with the educational research information center for vocational education and for other exchanges with colleges, universities, community colleges, regional educational laboratories, and research and development centers to serve information requirements of vocational educators in California.

- Develop and maintain lists of individuals who are making significant contributions in vocational education and who might be useful to the Department or to other agencies as _ad_ _hoc_ staff or consultants.

- Collect, abstract and interpret, and disseminate pertinent information regarding program needs and developments throughout the State and nation, including changes in regional and State industrial development, demography, social and economic conditions, and the relevance of these data to requirements of and opportunities for vocational education.

E. BUREAU OF CURRICULUM (OR PROGRAM) DEVELOPMENT

The primary responsibility of this bureau is to provide Statewide direction and coordination for the various subject matter areas within the total program of vocational education. The bureau contains subject matter coordinators and specialists who concentrate on the improvement of curriculum and instructional materials, and on arrangements for teacher recruitment and training. Professional personnel in this unit ordinarily do not deal directly with local districts or intermediate units in day-to-day operational aspects of the vocational education program. The products of this unit will be implemented generally by field operations staff in the regional offices, and by vocational education personnel in intermediate units and local districts.

Professional staff in this bureau will consist of both permanent full-time and temporary staff. They may participate in the development and improvement of selected vocational education programs as carried out within the bureau, in projects planned and conducted by the Project Planning and Evaluation Bureau, and in major programs requiring participation of vocational education staff.

Among the functions and tasks of the Bureau of Curriculum Development are the following:

- Assist in the determination of Statewide priorities and needs for emphasis in the several subject matter areas, and in the establishment of program standards for various subject matter areas.

- Development of curricula and improvement of instructional materials to be used in the publication of bulletins and teachers' manuals to be distributed by the Bureau of Reference and Dissemination and by regional office staff.

- Statewide coordination of instructional programs by subject or occupational area as appropriate.

- Schedule, organize, and conduct Statewide conferences on subject matter areas, and initiate and use Statewide advisory committees regarding occupational or subject areas.

- Maintain liaison with subject matter staff in colleges and universities, with Statewide professional and lay associations concerned with vocational education, and with appropriate State and Federal agencies.

- Assist in identifying both preservice and in-service training needs of professional personnel connected with instruction, supervision, or administration of vocational education, and maintain liaison contacts with appropriate teacher education institutions in California.

- Promote and develop programs for the recruitment of vocational education personnel.

- Assist in the establishment of standards (together with other agencies and associations) for professional licensure in California.

- Participate in leadership functions of Statewide vocational student associations.

F. BUREAU OF AUDITS AND APPROVALS

The Chief of this bureau is responsible for insuring that the administration of precollege vocational education programs in California is carried out in accordance with established laws, regulations, and standards. The principal instruments used by the bureau in this auditing process are application forms, carefully designed and standardized reports, and statistical analyses. Indications of discrepancies or shortcomings are communicated to regional offices, to state coordinators in the Bureau of Curriculum (or Program) Development, and, as appropriate, to intermediate units.

Requests for licensing certain private schools and for approvals of courses, facilities, and instructor credentials of private schools wishing to grant diplomas in vocational education are processed in this bureau. Summary reports to various agencies regarding allocations and expenditures of funds are generated here. Officials in local districts, intermediate units, and regional offices will assist bureau personnel by supplying systematic reports regarding the administration of vocational education.

Data analyses prepared by the bureau are reviewed regularly by the Division Chief, together with reports from other units in the Division, to ascertain the emergence of new opportunities or new problems which merit further study (possibly by the Bureau of Project Planning and Evaluation) and consideration by the Cabinet and by the State Board. Personnel in this bureau will include some of those in the present Bureau of Adult Education and the Bureau of Readjustment Education whose work primarily is related to vocational education.

The Bureau of Audits and Approvals will be responsible for carrying out functions and tasks such as the following:

- Maintain, or arrange for the maintenance of, a system of descriptive financial and statistical data necessary to administer, regulate, and report on the precollege vocational education programs in California.
- Compile and prepare official financial and statistical reports required by the State Board of Vocational Education, the Legislature, the United States Commissioner of Education, and other agencies with legitimate requirements for such reports.
- Regulate and license private schools offering courses leading to vocational objectives and granting degrees, certificates, or diplomas, and process and approve vocational course offerings and the credentials of instructors in such schools (a function previously performed by the Bureau of Readjustment Education).

- Review and approve applications of high school and unified school districts to receive State aid for conducting vocational education in "classes for adults" (a function previously performed by the Bureau of Adult Education).

- Assist in the identification of areas of vocational education in need of study or evaluation.

- Review and approve credentials of vocational education instructors, as required by Federal and State regulations, until a more effective and Statewide system for certification of all types of teachers and instructors can be established in the Office of State Education Personnel Services; and assist in the transfer of such activities to the new system when it becomes operative.

- Process contracts for essential services regarding vocational teacher education, e. g., Manpower Training.

G. REGIONAL OFFICES

Operations in the field are carried out by professional personnel grouped in three regional offices located in Sacramento, Oakland, and Los Angeles. Each regional office should be headed by a manager (or supervisor) who should report, at least initially, directly to the Division Chief. It is recognized that the Division Chief will have his hands full in reorganizing the vocational education unit and establishing the new Division. However, we believe that it is essential that he personally supervise the organization, staffing, and operations of the regional offices, at least for the next year or possibly two.

Much of the important action takes place in the field in interactions of regional office personnel with staff in school districts and intermediate units. Top level supervision should be employed to insure that these interactions are highly constructive and that the urgent requirements receive priority attention.

It may develop that a full-time supervisor (Bureau Chief) is required to oversee and coordinate the operations in the regional offices. Or, it may be determined that the time and attention of the Division Chief is more urgently required in other areas. If this is demonstrated to be the case, then we would endorse a manager of field operations located between the Division Chief and the supervisors of the regional offices.

The comprehensive study of vocational education in California, currently being negotiated, will undoubtedly shed additional light on this matter.

Personnel in the regional offices will represent and apply the vocational education services of the Division at the regional level, being close to and familiar with the needs, the programs, and the personnel of local districts and intermediate units. It is important for regional office personnel to work with and through intermediate units, assisting in the strengthening and development of intermediate unit resources and capabilities. Regional office personnel and services should be regarded as supplementing those of the intermediate units and not as permanent substitutes for them.

Periodic studies or surveys should be made by the Bureau of Project Planning and Evaluation (or in conjunction with the major program of District Development) to determine necessary or feasible adjustments in the size, staffing, and location of regional offices, particularly in regard to changing needs in the area and changes in intermediate unit resources and capabilities. Program specialists may be added to regional offices as determinations of changing needs suggest requirements for new or different staff capabilities. These assignments could be filled by temporary transfers from divisional headquarters or by specialists recruited on a temporary basis from school districts, intermediate units, collegiate institutions, or from business, agriculture, industry, or State or local governmental agencies. It is anticipated that one consultant will be needed in each of the three regional offices specifically for the purpose of assisting the Bureau of Audits and Approvals in supervising the licensing of private schools and institutions offering courses and granting diplomas in vocational education, including that for adults.

Functions and tasks of regional office personnel will include the following:

- Sense opportunities and needs for vocational education in respective regions of the State, and recommend, promote, and assist in the development of new vocational education programs, modifications of existing programs, and the improvement of vocational educational services.

- Assist school districts and intermediate units in developing appropriate proposals and in consummating agreements required for funding vocational education programs.

- Stimulate the establishment and use of advisory committees and maintain liaison and close working relationships with local boards of education, business, organized labor, and industrial and agricultural leaders in regard to vocational education development.

- Identify and report needs for preservice and in-service teacher training to the Bureau of Curriculum (or Program) Development.

- Provide school districts with the services of subject matter specialists as necessary, using intermediate unit resources where appropriate, and assist in the strengthening and development of such resources.

- Work cooperatively with intermediate units and all State and Federal governmental agencies located in the region which affect or are important to vocational education.

- Maintain familiarity with experimental and innovative programs, projects, and services of the Bureau of Curriculum (or Program) Development, with the results of evaluation studies conducted by the Bureau of Project Planning and Evaluation, and with the products of Reference Consultants in the Bureau of Reference and Dissemination.

- Provide field service, as required, to the Bureau of Audits and Approvals.

H. BUREAU OF PROJECT PLANNING AND EVALUATION

This bureau consists of a small group of coordinators and consultants (perhaps four to six) chosen because of their capabilities in project planning and administration and in designing and overseeing evaluation studies. The Bureau Chief should report directly to the Division Chief since the projects and evaluation studies to be planned and carried out potentially could involve any or affect all elements of the Division. Provision should be made for adding additional temporary or part-time staff to the bureau if demands require. Projects planned and administered here, including evaluation studies, could involve other personnel in the Division and also ad hoc temporary personnel, as members or leaders of the project team or task force.

Suggestions for special projects or studies can come from a variety of sources including the field (districts, intermediate units, and regional offices), other bureaus in the Division, the Division Chief, other divisions or major programs in the Department, the Cabinet, the State Board, the Legislature, and the United States Office of Education. Any preliminary plans for a new project must be reviewed with the Division Chief and then with the Deputy Superintendent for Administration before detailed plans are drawn and the project is launched. This is to insure that projects are related to Divisional and Departmental priorities, and that the Division is the logical place to manage or staff the project, i. e., it might be more valuable and appropriate to broaden the scope of the project, involve professional personnel from other divisions, and plan and manage the "project" as a major program.

The Evaluation Consultants (there should be at least two) are skilled in the design of research and evaluation studies, and in planning and instrumenting projects and studies so that results can be measured in meaningful terms. They meet regularly in the Departmental Research Committee, chaired by the Assistant Superintendent for Departmental Program Evaluation, which must review all plans for divisional evaluation studies before they can be approved and implemented.

The Bureau of Project Planning and Evaluation might undertake the following kinds of tasks and projects:

- Plan, manage, or participate in a study to determine Statewide needs and priorities in precollege vocational education.

- Plan, conduct, or arrange for special studies to develop, evaluate, and improve vocational education programs and services; e. g., new curricula, instructional methods and materials, teachers' manuals, and counseling and guidance services.

- Organize Statewide conferences, seminars, work-shops, and institutes, especially those relating to more than a single subject or occupational area.

- Conduct experimental and demonstration projects, or assist intermediate units and districts in planning, arranging for funding, and in carrying out and evaluating such projects. Design, or assist in designing, research or survey projects to establish program standards for vocational education.

- Plan jointly with the vocational education unit of the new State administrative agency for community colleges for a project to develop a new curriculum for a standard occupational category where social, economic, educational, or technological changes have made traditional content, materials, and pedagogy obsolete. Similar joint arrangements could be established to develop curricula, materials, and methods for new occupational areas of growing importance.

- Plan, carry out, or effect liaison with studies of the future supply of and demand for vocational education instructors of various types.

- Suggest, help plan for, and possibly participate in task forces made up of specialists from junior colleges, technical institutes, and secondary schools in a given vocational education category or subject area, plus representatives from labor and employing companies, to work toward improved articulation from high school courses to those of postsecondary institutions.

- Plan and arrange for studies (appropriately staffed with "outside" personnel) to evaluate the appropriateness of the type and number of staff in a regional office in relation to the needs of local districts and the capabilities of intermediate units in the region.

- Plan studies to evaluate the need for maintaining present credential standards for vocational education instructors and to determine ways to improve the system of approving instructor credentials.

I. ALTERNATIVE ORGANIZATIONAL SCHEMES CONSIDERED

We determined very early that the vocational education unit of the Department should be organized as a division, or its equivalent, because of the size of the staff, the number and importance of the programs, and the "reach" or potential involvement of education-directed-toward-occupational-preparation with other kinds and purposes of education, e. g., general education, special education, counseling and guidance services. The possibility of "breaking up" vocational education and transferring staff to other divisions and to intermediate units was discarded early because of the problems of maintaining program integrity, carrying out comprehensive planning, and providing for staff development.

Later, after evolving the organic diamond concept of major program overlays (over the operating divisions and offices), we considered the possibility of vocational education and special education as major programs to be managed from the left-hand axis. Such an arrangement would leave an inadequate reservoir of staff personnel on the right-hand "administrative axis" for major programs to draw from (principally just the Division of General Education and the Division of Fiscal and Business Management Services). Another important objection to such transfers is that practically all of the "educational action" of the Department would be located on the left-hand axis under the direction of one person, the Deputy Superintendent for Major Programs. Further, only a portion of the programs of vocational education and special education significantly involve skills represented principally or singularly in other divisions.

The tendency will be (and, in fact, is already evident) to proliferate the number and kind of major programs on the left-hand axis. We believe that, assuming the selection of highly competent managers and the effective use of program planning staff and research designers, the organic configuration, as recommended, will accommodate at least one or possibly two large major programs (such as Compensatory Education) plus six to ten smaller ones. Possibly the upper limit of the number of smaller "major programs" can be extended after experience with the required planning and management processes. However, we are fearful that loading the program axis with three or four large major programs will overtax the system, at least to the extent that smaller major programs will not receive the careful attention and the application of resources required to make them effective. This would defeat the purpose of the new organization system since the concept was developed primarily to enable the Department to enhance its managerial capabilities and to be more responsive to opportunities and problems requiring the immediate application of a unique set of skills and capabilities!

Consequently, we do not recommend that either vocational education or special education be managed as a major program from the left-hand axis. As indicated earlier in Chapter II, however, we do recommend that the style and techniques of program budgeting and management be applied in both these divisions, as well as in the rest of the Department, as soon as the requisite skills can be learned or acquired and the system implemented.

J. IMPLEMENTATION

Vacancies will exist, at least on a theoretical basis, in each of the principal leadership positions in the new Division of Vocational Education. The appointment should be made immediately of the Associate Superintendent and Chief of the Division of Vocational Education. Other positions which should be filled quickly include those of the Section Chief, the four Bureau Chiefs, and the three managers of regional offices. At the present time the latter positions are filled on a temporary, part-time basis by staff with other responsibilities.

Within the Curriculum (or Program) Development Bureau we recommend several positions of "state coordinators." State coordinators should be assigned to each of the occupational categories of agricultural, business, industrial, and homemaking education. In addition, positions should be established as State MDTA Coordinator and State Teacher Training Coordinator. These individuals should be recognized authorities in their fields and they should be concerned with Statewide issues and the need to effectively involve other agencies and "publics" in the development, promulgation, and implementation of new and improved programs.

Staffing the Bureau of Reference and Dissemination will require identification and selection of staff whose interests and talents are highly compatible with the requirements of establishing and operating a comprehensive information system. Staff assignments must be made so as to cover effectively all of the areas in which information exchange is vital.

The Bureau of Audits and Approvals represents another new grouping of services, capabilities, and personnel. Staff competence in fiscal and budgeting areas will need to be "bought" (by budget allocations), as required, from the new Division of Fiscal and Business Management Services. Appropriately qualified personnel from the existing Bureau of Adult Education and the Bureau of Readjustment Education should be transferred to this bureau to serve the regulatory and approval requirements of Federal and State agencies. Probably one person from those existing bureaus should be assigned to each regional office as a field representative for the Bureau of Audits and Appraisals. (Other personnel in the bureaus of Adult Education and Readjustment Education should be transferred to the Bureau of Audits and Approvals in the Division of General Education, or possibly -- if their experience is appropriate -- to the vocational-technical education unit in the new State agency for community colleges.)

An important factor in this matter of reassignment is the determination of who possesses what skills and interests, and to what level. The new Office of State Education Personnel Services should include necessary capabilities and should immediately be chartered to develop a "map" of skills, interests, and experience existing in the Department in order to facilitate appropriate decisions regarding any necessary personnel reassignments. This "mapping" process is discussed in greater detail in Chapters IX and X.

CHAPTER VI

ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF SPECIAL EDUCATION

A. GENERAL MISSIONS

1. Under the policy of the State Board of Education to provide for maximum recognition of the principle of equal educational opportunities for all children, the Division's principal mission is to insure that all the physically handicapped, mentally retarded, educationally handicapped, and otherwise exceptional children in the State have an opportunity to attend the public school system, participate in an educational program appropriate to their needs, and receive adequate instruction by qualified teachers.

2. To assist the State Board of Education and the Superintendent in identifying emerging needs for special education and related services, and by developing a State plan to meet these needs.

3. To carry out responsibilities defined by the Legislature and the State Board and delegated by the Superintendent for promoting, developing, administering, regulating, and supervising special education courses, schools and services; and to achieve effective coordination with other agencies and disciplines in working with advisory committees in recommending and establishing appropriate criteria, standards, regulations, and procedures for use in implementing established policy regarding special education and services.

4. To administer the State Schools for handicapped children.

5. To administer, regulate, and supervise on behalf of the State Board and the Superintendent and as required by State policy and Congressional acts, State and Federally funded programs for exceptional children.

6. To identify needs for, plan, and carry out, or stimulate and arrange for other agencies to carry out, research in special education, and disseminate research results and other pertinent information to all appropriate agencies; to establish an information and publications monitoring function and to review systematically and disseminate reports of new developments in special education and related

services (what they are, who is responsible for them, and the nature of the results and their implications), and maintain lists of professional personnel potentially useful as consultants and temporary staff.

7. To work with and through intermediate units in order to strengthen and upgrade their capacities to provide special education supervision and direct service to local districts.

8. To work with personnel in school districts in establishing and improving special education courses, classes, facilities and services; to assist them in interpreting statutes and regulations and in their efforts to acquire reimbursements, financing, facilities, staff and other consulting or supervisory help.

9. To ascertain future requirements for professionally trained teachers, specialists, and supervisors in special education and related disciplines, and, in cooperation with universities, colleges, the Coordinating Council for Higher Education, the United States Office of Education, and professional organizations and associations, assist in planning programs, standards, and incentives for acquiring the needed number of appropriately qualified professional personnel.

10. To provide for obtaining data and reports from local districts and through intermediate units, as feasible, regarding special education and related services (including screening tests) and for the distribution of such information to the Superintendent, the State Board of Education, the Legislature, the United States Office of Education, and to other agencies with a legitimate use for such information.

B. OPPORTUNITIES AND PROBLEMS CONFRONTING SPECIAL EDUCATION

The quality and extensiveness of special education programs and services in California are nationally and internationally recognized. The foundation of a good state special education program is good basic statutory support. California law, while possibly needing some changes here and there, is recognized as something of a model in this respect. Operationally, effective special education programs are characterized by: (a) a good case finding process, (b) a sufficient number of well-qualified personnel to install programs and provide instruction and special services, (c) satisfactory facilities for housing such programs, (d) adequate transportation, (e) provision for cost sharing mechanics to cope with the increased cost of educating exceptional children, (f) leadership in program research and development, and (g) an effective system of demonstration and dissemination of model programs and services.

Associations and groups of parents of exceptional children were quite instrumental in getting a set of good basic laws passed for special education in California. Because of the extend of California law dealing with special education and services, and the interest of legislators and their constituents in this area, an extraordinary amount of time is required of top administrators in this Division in preparing legislative recommendations and in reviewing possible changes in the law with legislators and a variety of other parties-in-interest.

Two other types of activities constitute heavy demands on the time of key personnel in the Division. First, because of the highly personalized and intense interest of groups of parents of exceptional children, there is a continuing need for communication, coordination and interaction with these special interest groups. Secondly, because of the increasing interest in special education in California, the relative newness of the disciplines in educational programs, and the complex and changing rules and regulations, Divisional staff are flooded with inquiries and requests for basic information and interpretation.

Because of the demands cited above, there is a need for a position of Administrative Assistant for the Division Chief in order to provide assistance in dealing with these myriad communication and coordination requirements.

Five State special schools are administered by the Division of Special Schools and Services and are an integral part of the public school system of the State. However, State special schools for blind, deaf, and cerebral palsied children derive no revenue from the State school fund. They are financially dependent upon legislative appropriations. Each special school is under the immediate direction of a superintendent who resides at the school. These State special schools, in addition to an academic program, provide physical education and recreation, a social program, vocational training, and certain routine or emergency medical care. Every deaf, blind, and cerebral palsied minor resident of the State is entitled to enrollment in the appropriate residential school free of charge. In November, 1966, there were 651 fulltime employees working in the five State special schools.

Increasingly, more local districts and intermediate units are establishing, and are interested in establishing, classes, schools and courses in special education. The State has a shortage of qualified teachers in some areas of preparation, but the most critical shortage is in highly qualified professionals to serve as supervisors, directors, and researchers. At the present time, the State universities and colleges do not offer a doctoral program in special education. The University of Southern California is just introducing such a program. In spite of California's eminence in the field, there is a paucity of research in the special education area.

Judging by its reputation, the Division appears to be staffed generally with highly qualified professionals. However, they have no opportunity to design, carry out, or even participate in research, and little opportunity to write up and disseminate the results of their participation in pilot programs and new developments due to the requirements for their on-the-scene consulting help and supervision in local districts. There is an acute demand for expertise in and top quality supervision of special education on the part of teachers and superintendents. Division personnel are spending a good portion of their time in working with universities and colleges in stimulating the development of advanced programs in special education. This leadership is quite valuable in the long run but it detracts from the time available to provide direct service and consulting assistance acutely needed by most districts and intermediate units. It is estimated that, at most, only 12 to 15 intermediate units now have a qualified, full-time professional in special education.

The yet unsatisfied operational requirements of California's special education program are principally those of:

(a) Improving the case finding process, e. g., strengthening the screening and diagnostic services and establishing an effective information system for case disposition;

(b) Strengthening intermediate unit resources and capabilities to provide direct service and supervision to special education programs and services in local districts;

(c) Increasing the supply of specially trained and highly qualified personnel to serve as instructors, supervisors, and researchers in special education;

(d) Focusing more effort on research, program development, and pilot or demonstration centers for new programs and services; and

(e) Systematizing and enlarging the information network regarding improved developments in special education so that useful information gets to the right places.

The recent action by the Congress in adding Title VI (for special education) to the Elementary and Secondary Education Act will significantly increase the responsibilities of and demands upon State-level administration of special education. The amount of $50 million was authorized by the Congress for implementation of Title VI in the fiscal year ending June 30, 1967, and $150 million was authorized for the following year. It is estimated that California's share of these monies will amount to approximately $4 million and $13 million for those two years. Grants are to be made directly to state agencies upon the submission of a state plan, and up to five percent of state allotments may be expended for the administration of the state plan. California's plan already has been submitted.

Because of the size and importance of this new program to California, we endorse the action of the State Board in establishing a Subcommittee on Special Education in support of program adoption and implementation. The Sucommittee should be continued at least for the next year or two.

C. ORGANIZATION OF THE DIVISION

Changes necessary to cope with the emerging requirements for special education in California do not require substantial reorganization of the Division, but merely enlargment and strengthening. Figure 8 outlines the organization recommended for the (renamed) Division of Special Education.

No reorganization is recommended for the two existing bureaus except for possible staff additions required because of the additional work load imposed by the new Title VI responsibilities. The Bureau for Physically Exceptional Children develops programs for and provides services to the aphasic, the blind and partially seeing, the deaf and hard of hearing, the orthopedically handicapped including the cerebral palsied, the speech handicapped children, and is responsible for overseeing Development Centers for handicapped minors. In

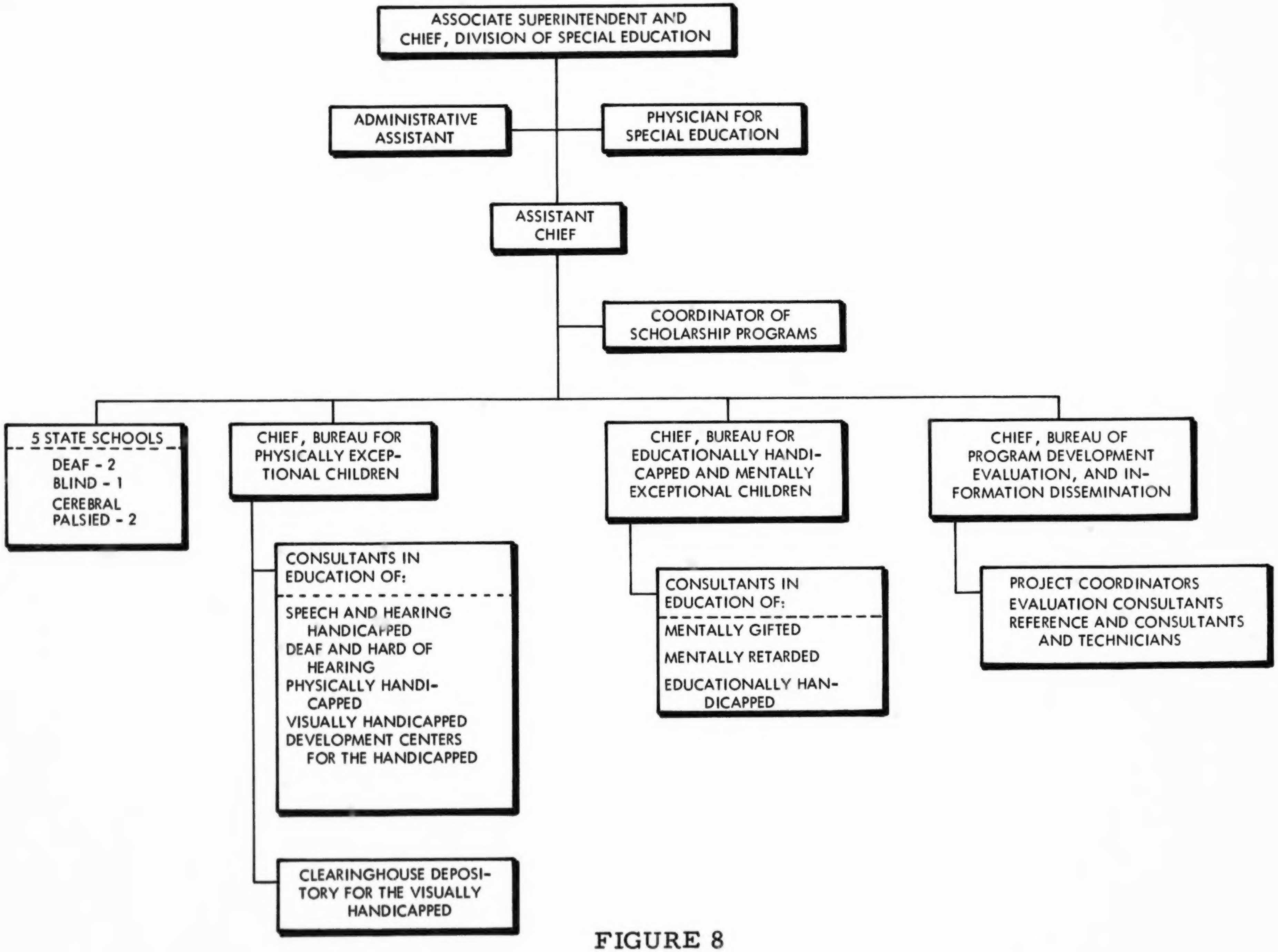

ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF SPECIAL EDUCATION
ADMINISTRATIVE ASSISTANT
PHYSICIAN FOR SPECIAL EDUCATION
ASSISTANT CHIEF
COORDINATOR OF SCHOLARSHIP PROGRAMS
5 STATE SCHOOLS
DEAF - 2
BLIND - 1
CEREBRAL PALSIED - 2
CHIEF, BUREAU FOR PHYSICALLY EXCEPTIONAL CHILDREN
CONSULTANTS IN EDUCATION OF:
SPEECH AND HEARING HANDICAPPED
DEAF AND HARD OF HEARING
PHYSICALLY HANDICAPPED
VISUALLY HANDICAPPED
DEVELOPMENT CENTERS FOR THE HANDICAPPED
CLEARINGHOUSE DEPOSITORY FOR THE VISUALLY HANDICAPPED
CHIEF, BUREAU FOR EDUCATIONALLY HANDICAPPED AND MENTALLY EXCEPTIONAL CHILDREN
CONSULTANTS IN EDUCATION OF:
MENTALLY GIFTED
MENTALLY RETARDED
EDUCATIONALLY HANDICAPPED
CHIEF, BUREAU OF PROGRAM DEVELOPMENT EVALUATION, AND INFORMATION DISSEMINATION
PROJECT COORDINATORS
EVALUATION CONSULTANTS
REFERENCE AND CONSULTANTS AND TECHNICIANS

FIGURE 8

RECOMMENDED ORGANIZATION FOR THE DIVISION OF SPECIAL EDUCATION addition, the Bureau maintains the Clearinghouse Depository for the Visually Handicapped which assists schools in the procurement of textbooks in Braille, large print and recorded media, and other specialized apparatus and equipment. The Bureau for Educationally Handicapped and Mentally Exceptional Children develops programs for' and provides services to the educationally handicapped, the educable and trainable mentally retarded, and the mentally gifted children.

Consultants in these bureaus work on projects in the Department; they work with and through intermediate units in developing resources and capabilities at that level; and they work in direct relationships with school districts as required to supplement and extend the capabilities of intermediate units to supply consulting assistance and direct service. They also stimulate and provide linkages of intermediate units and local districts with regional laboratories, universities, supplemental education centers, pilot projects, and demonstration programs. They carry out tasks of a consultative nature and those involving supervision. Their principal function is that of a change agent: catalyzing innovation and improvement by the selective use of information, talent, and material resources. Processes involved in this function include those of acquiring and distributing information, stimulating interest and awareness, designing and field testing models or prototypes of programs and services, demonstrating and disseminating new programs and services, and evaluating and feeding back the results of those adopted. Consultants in the two bureaus also participate in the function of maintaining standards of program operation throughout the State; they may rotate on assignments as Reference Consultants (discussed later), and they may participate in projects managed in the Division and in major programs managed outside the Division.

The five operational requirements of California's special education program which need strengthening (cited in the preceding section) require new ways of mobilizing and applying professional resources. Task forces and project teams (including personnel recruited from outside the Department on a temporary basis) are required to deal with such issues in a broader and more integrated fashion. Consequently, we recommend the establishment of a new bureau in the Division of Special Education.

D. BUREAU OF PROGRAM DEVELOPMENT, EVALUATION AND DISSEMINATION

The Bureau Chief should report to the Assistant Chief of the Division. Bureau staff should consist of Project Coordinators, Evaluation Consultants, and Reference Consultants with technical assistants. Possibly a third or a fourth of the bureau staff could be employed on temporary assignments in accordance with changes in workload requirements. Staff in this bureau may also participate in major programs planned and managed outside the Division.

The responsibilities and tasks of Reference Consultants are quite similar to those of their counterparts in the Division of General Education and the Division of Vocational Education. They collect, collate, abstract and interpret as necessary, have published, index and store, and retrieve and disseminate information of value to special education in California. They must be sensitive to the potential uses of such information and alert consultants in other parts of the Division and the Department, as well as personnel in local districts, intermediate units, and other agencies, as to potential applications or implications. Reference Consultants should be assigned to cover particular areas in special education since the field is so broad and the information so diverse. There appears to be considerable potential for furthering professional development of staff in the two established bureaus by rotating them into this bureau for one to two year assignments as Reference Consultants in their area of specialization.

Project Coordinators, as in other divisions, are primarily responsible for planning and managing, or providing administrative assistance to others managing, various projects approved for the Division to carry out. Staff to man the projects will include both consultants in the other bureaus of the Division and professionals recruited from outside the Department on a temporary basis. Tentative plans for a project must be reviewed by the Division Chief, and by the Deputy Superintendent for Administration in the Major Program Planning and Coordination Committee before being discussed in Cabinet and approved by the Superintendent or, if necessary, by the State Board.

The bureau staff should include at least two Evaluation Consultants whose specialized skills should be applied to designing studies to evaluate the need for new programs and services, the effects of adopted programs and services, progress achieved toward the fulfillment of defined objectives, and the need for changes in the nature and amount of Divisional skills required to service the needs of particular areas. They are members of and meet regularly with the Departmental Research Committee, chaired by the Assistant Superintendent for Departmental Program Evaluation, to review tentative plans for evaluation studies.

Among the functions, tasks, or projects which might be carried out by or involve the Bureau of Program Development, Evaluation and Dissemination are the following:

- Plan for the development of a Statewide information system for screening and identifying individuals who would qualify for and benefit from special education programs and services.
- Evaluate existing programs and services against emerging requirements (including the use of data from the information system mentioned above), define priorities of need, and revise the State plan for special education accordingly.
- Collect, collate, abstract and interpret if necessary, and arrange for publication and distribution reports of special education research projects, results of experimental and pilot programs, accounts of new program and curriculum developments, descriptions of innovative instructional methods, and the effects of new programs and services on particular population groups.
- Arrange for information exchanges with the educational research information center for special education sponsored by the United States Office of Education and for other exchanges with colleges, universities, regional educational laboratories, and research and development centers to serve information requirements of special education in California.
- Collect and compile necessary information and distribute to appropriate Division staff, local district and intermediate unit personnel, and other appropriate groups, agencies, and institutions the Special Education Newsletter (or its equivalent) dealing with new legislation and regulations, new developments in special education, and information regarding the location of various schools and services for exceptional children.

- **Develop, maintain, and distribute, as appropriate, lists of individuals who are associated with new developments and are making significant contributions in special education who might be useful to the Department or to other agencies as ad hoc staff or consultants.**

- **Capitalize on opportunities afforded by supplemental educational centers and regional laboratories to develop and try out new special education curricula and services, improve instructional materials, and arrange for dissemination by staff in other bureaus, by means of conferences and workshops, and through distribution of bulletins and teachers' manuals.**

- **Plan for and carry out, or arrange to be carried out, teacher supply and demand studies for special education in California; plan jointly with teacher training institutions for the use of new training approaches and curricula, and for meeting emerging demands for trained personnel in special education.**

- **In conjunction with other agencies, e.g., professional associations, intermediate units, advisory committees, Council for Exceptional Children, and welfare agencies, recommend training standards and evaluate the pre-service and in-service training needs of professional personnel in special education; organize and conduct, using intermediate units where feasible, work-shops, conferences, seminars and training institutes for in-service training.**

- **Plan for and participate jointly with staff in other parts of the Department (or from the outside) in studies to determine needs and establish programs for occupational training and work experience of the handicapped.**

CHAPTER VII

ORGANIZATIONAL RECOMMENDATIONS FOR THE DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES

A. GENERAL MISSIONS

1. To assist the State Board of Education and the Superintendent in support of policy development by assessing current and future financial needs for precollege public education in California, analyzing both funding source alternatives and educational resource use alternatives. In particular, short- and long-range costs and benefits of alternative uses of resources and methods for achieving educational objectives should be developed and compared.

2. To develop and maintain for the State Department of Education the budgeting and accounting methods appropriate for the requirements of program planning and budgeting, and financial accountability for Federal, State, or other funds spent, managed, or distributed by the Department.

3. To develop or coordinate the development and maintenance of financial and purchasing management information appropriate for use in school districts and in intermediate units as the needs for this information and opportunities for its use may be sensed. Assistance in school planning is an example of an ongoing service of this type; the collection, collation, and dissemination of purchasing and product use experience of local school districts as an aid to decision making in purchasing represents an opportunity for further service in this area.

4. To manage group purchasing and materials distribution for California's public schools when this purchasing and distribution approach is found by the State Board of Education to compare favorably with other approaches. Current examples of this type of purchasing approach are the production and distribution of textbooks, the purchase and distribution of Federal surplus food, and the acquisition and distribution of surplus property.

5. To sense and share information about educational financial management and purchasing management, and assist local districts and intermediate units in the effective use of such information. This information largely will consist of results of research projects and evaluation studies, and reports of personnel making new contributions in the field

of fiscal and purchasing management for schools. The Division should sense problems and opportunities in fiscal and business management of schools as they are developing by making analyses of standardized financial reports, and by means of selected contacts with school districts, intermediate units, and professional associations of educators and school business officials in the State. The Division also should sense new opportunities and developments in educational products, business methods and services, and in the financial and business management of schools through published reports and personal contacts with business, universities, and research centers, and through contacts in state departments of education in other states.

At present the fiscal and business management skills of the Department are utilized in performing two basic functions for public schools and community colleges in the State. These are: (1) to apportion State monies to the schools and colleges as prescribed by law, and (2) to assist the schools and colleges in the purchase of buildings, textbooks, food and food services, transportation services, and other products and business services. California public schools and community colleges spent over $1 billion in fiscal 1964-65 for products and business services for the schools.

In support of these primary functions, the State requires schools to report a variety of information about their operations. This reported information is used as a basis for apportioning monies and is consolidated into financial and statistical reports used by the Department, the State Board of Education, and the Legislature as one information base from which to develop policy decisions. A variety of other agencies and institutions also use this statistical and financial information.

The last decade has witnessed the development of new management methods and technologies in support of management's planning responsibilities, particularly as they are related to the allocation of scarce resources to alternative uses. One example of new management technology is the use of program planning and budgeting systems as a means for estimating costs of achieving defined program objectives, and following programs as they develop in order to know that each program is proceeding as planned and to be able to make informed decisions at appropriate choice points.

Other advances in management technology include the more sophisticated use of computer capabilities in management information systems, and the application of cost/effectiveness analyses to selected problems of resource allocation. As these management technologies are adapted to educational management, it is appropriate that the skills be developed in close organizational relationship to the fiscal and business management services already being performed in the Department.

The adaptation of new management technologies to the work of the Department and to the administration of California's public school system can result in improved efficiencies and greater economies, and will require the development and acquisition of new professional skills in fiscal and business management. The use of program planning and budgeting in education is just beginning. The potential advantages to education inherent in extended use of program planning and budgeting and in the application of new computer technologies and management methods are great, but detailed or refined models of such applications are not yet thoroughly tested nor widely accepted. The challenge of putting together the professional skills required to make significant use of new management technologies in education is one of the stimulating opportunities of our time.

B. ORGANIZATION OF THE DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES

We recommend that the present Division of Public School Administration be renamed the Division of Fiscal and Business Management Services for several reasons. The Department, not one division, should be regarded as the agency responsible for public school administration in California. In addition, we recommend capitalizing upon the Division's developed resources and capabilities by adding to the Division's current responsibilities those of budgeting and accounting of funds used within the Department. Further, it is hoped that the term "services" in the nomenclature of the Division and its two sections will reinforce the recognition of additional functions being offered in the reorganized Division, namely planning services for purchasing, for financial management, and for policy determinations.

A central theme was obvious in the report of our Phase I study[1] and was recapped in Chapter I of this report: the need for an improved planning process for education in California. The skills and capabilities of this Division represent a very significant asset to be exploited further in generating data and adapting techniques central to the development of effective planning.

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[1] The Emerging Requirements for Effective Leadership for California Education, Arthur D. Little, Inc., November, 1964.

The primary purposes of reorganizing this Division are to permit the Division to contribute more significantly to the State-level policy planning process, and to enlarge the contributions of the Division toward improved planning and management at intermediate and local district levels. Such purposes can be furthered by: (a) the development of a broad new data base which can be used systematically in proposing and evaluating policy planning alternatives at the State-level and in choosing among purchase alternatives at local and intermediate levels; (b) the acquisition and adaptation of new tools and techniques for gathering and analyzing data; and (c) the translation and application of modern management technologies and methods to educational administration. It is also our belief that systematic data analyses should supersede in large measure the use of expert opinion based on past experience, that direct consulting assistance from the Division to local districts will diminish as intermediate units can assume more of that role, and that stockpiling, warehousing, and distribution can be more properly or efficiently managed in agencies where the management machinery is designed specifically for such functions.

The skills we envision for this Division include those of school finance, school architecture and facilities planning, purchasing and distribution management, business management skills (such as program planning and budgeting, market and product research, and mathematics of resource use), and perhaps other skills such as economics, statistics, public administration, and urban planning. The Division will include a number of personnel with considerable experience and demonstrated capability in educational administration, particularly in educational finance. It will not be necessary, however, that all professional personnel be certified as administrators or teachers or have experience in school systems. Education to the bachelor's level can be regarded as minimum educational preparation required for new professional personnel, and advanced degrees, including the master's degree in business administration, as well as professional skills matured in practical job experience, should become a part of the new professional look within the Division.

The recommended organization of the Division is outlined in Figure 9. It shows two sections, each with a Chief reporting to the Associate Superintendent and Chief of the Division of Fiscal and Business Management Services. The Business Management Services Section[2] should include five bureaus within a year or so after the adoption of this reorgan-

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[2] We take no strong position regarding the nomenclature of sections and bureaus in the Department. Names presented in this report may be regarded as suggestive or illustrative, not as strong recommendations. Occasionally, alternative suggestions for names of units appear in parentheses.

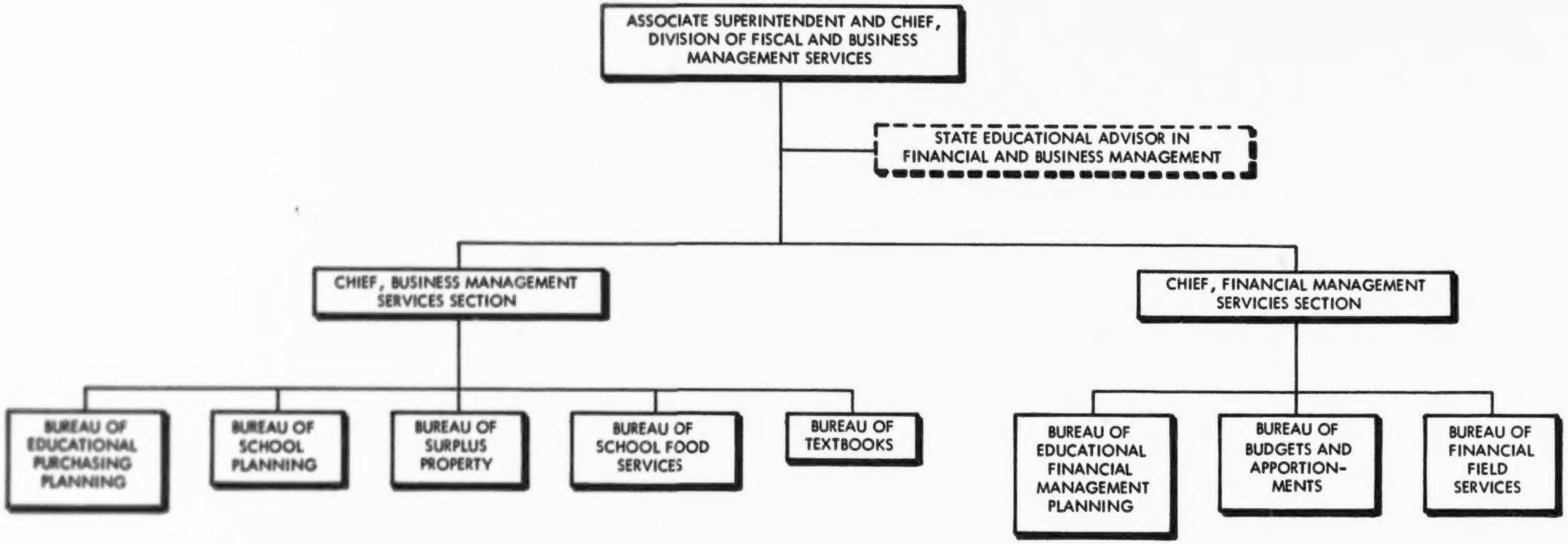
ASSOCIATE SUPERINTENDENT AND CHIEF, DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES
STATE EDUCATIONAL ADVISOR IN FINANCIAL AND BUSINESS MANAGEMENT
CHIEF, BUSINESS MANAGEMENT SERVICES SECTION
CHIEF, FINANCIAL MANAGEMENT SERVICIES SECTION
BUREAU OF EDUCATIONAL PURCHASING PLANNING
BUREAU OF SCHOOL PLANNING
BUREAU OF SURPLUS PROPERTY
BUREAU OF SCHOOL FOOD SERVICES
BUREAU OF TEXTBOOKS
BUREAU OF EDUCATIONAL FINANCIAL MANAGEMENT PLANNING
BUREAU OF BUDGETS AND APPORTION-MENTS
BUREAU OF FINANCIAL FIELD SERVICES

FIGURE 9

RECOMMENDED ORGANIZATION FOR THE DIVISION OF FISCAL AND BUSINESS MANAGEMENT SERVICES ization plan. Four of the bureaus already exist within the present Division. These are the bureaus of School Planning, Surplus Property, School Food Services, and Textbooks. The fifth, the Bureau of Educational Purchasing Planning, should be created as soon as appropriate staff can be selected and employed. Within a period of five years, it is highly probable that further study of the functions of these five bureaus will cause some functions to be allocated to other agencies of State government and still other functions to be performed in new ways.

The Financial Management (or Fiscal) Services Section should include three bureaus within a year after the adoption of the reorganization plan. The Bureau of Educational Financial Management (or Fiscal) Planning is new to Departmental functions, and should be staffed as soon as appropriate professional personnel can be selected and employed. The Bureau of Budgets and Apportionments combines skills and services already to be found in the Department. The Bureau of Financial Field (or Administrative) Services includes, for a few years at least, the field services skills already developed within the Division.

It will be essential, over the long run, that all professional personnel in the Department participate systematically in sensing the purchasing and financial problems being experienced by precollege public education in the State so that their understanding of these problems can be reflected in and guide the development of new study projects. During a period of one to three years following the adoption of the reorganization plan, it will be appropriate to use the highly developed field services skills already available in the Division to perform essential field visiting for both the Financial Management Services Section and the Business Management Services Section. The eventual assignment of these personnel to other bureaus within the Division or to other positions within the Department should be planned, and appropriate personal development schedules should be created in order to facilitate reassignment. It is important that much of the Division's professional work eventually be useful in the field and that all professional personnel of the Division have the opportunity to plan, install, and debug or "market test" the procedures or services they create.

C. COMPONENT BUREAUS WITHIN THE NEW BUSINESS MANAGEMENT SERVICES SECTION

1. Bureau of Educational Purchasing Planning

The new Bureau of Educational (Value Analysis or) Purchasing Planning should assist in the examination of purchasing alternatives and resource use alternatives. The Division already has completed small projects of this type. For example, the Division has completed a study of the distribution of prices paid by school districts for commonly purchased items. Information of this kind, when made available to school districts, can allow them to judge their own purchasing practices in the light of other school districts' experience.

As another example, the Division has participated in and observed directly the developments in modular school construction as an alternative to other types and methods of school construction. The costs and benefits of alternative approaches to school construction can be assembled and analyzed by the Division with the help of personnel in school districts who have had recent construction experience. When shared, this information can be of value to other school districts who anticipate new construction in planning and making their purchasing decisions. When the State becomes involved in extending school construction loans to local districts, this information is of use to the State as well as to the local district.

As the purchasing planning function matures, it should develop the capability of describing and quantifying multiple aspects of purchasing alternatives, including their cost implications and their educational benefits, and should participate in a variety of programs in which alternative resource uses are evaluated.

The decisions to purchase, as in the past, should remain in the school districts. These decisions clearly are important. In the fiscal year 1964-65, the California public schools (excluding community colleges) spent approximately $530 million for land and buildings, and $550 million for other materials and business services. While most large school districts allocate considerable staff time to their purchasing processes, smaller districts frequently are limited in staff time that can be applied to these decisions. New information made available to school districts in such a way as to assist them in making more efficient and intelligent purchasing decisions clearly has important potential payout.

2. Bureau of School Planning

The Bureau of School Planning should continue its advice to districts seeking State aid in school financing and to other districts which may seek its services. New programs now in progress in the Department and of particular interest in long-range planning for school facilities, include an inventory of school space in the State. By using data of this kind (including age and condition of space) together with population and school attendance data, it may become possible to anticipate shortages and overages in school facilities by district and region within the State. This will assist the State government as well as local governments in anticipating the patterns of land requirements and the demands upon financial resources.

As in the past, the Bureau's role as regulatory agency for approving school plans should be minimized, utilizing other State agencies for review of construction, site, and safety detail whenever possible. As new construction alternatives and designs are developed for school use, the Bureau of School Planning can review building codes in communities requiring new school construction in order to identify barriers to the use of improved methods, and bring these to the attention of local school boards and other interested parties.

The Bureau may wish to facilitate, perhaps through cooperation with other states, studies of the utilization of school buildings and sites as such utilization is related to the educational programs of the school and the characteristics and needs of the community. Information of this type, when shared with school districts and with architects, may assist in the development of new facilities arrangements and new patterns of use for existing facilities. Skills from the Bureau of School Planning can be teamed frequently with skills from Educational Purchasing Planning, Educational Financial Planning, and from Divisions of General Education, Vocational Education, and Special Education in reviewing the contribution to educational objectives made by school facilities.

3. Bureau of Surplus Property

The role and activities of the Bureau of Surplus Property historically have fluctuated, as influenced by the availability of Federal surplus property. As the Division acquires capabilities for examining purchasing alternatives, it should make a detailed review of the educational benefits and the associated costs of purchasing and distributing materials in the manner represented by the Bureau of Surplus Property. The degree to which these operations parallel and might be supplanted by the purchasing, warehousing, and distribution functions performed by the Department of General Services will need to be examined. The services of the Bureau of Surplus Property to public schools, community colleges, State colleges, and other public institutions should be examined in terms of total benefits to all such State institutions as compared to the unique contributions to public school education.

4. Bureau of School Food Services

The Bureau of School Food Services assists in the administration of several Federal food programs making surplus foods available to schools. During the first few years following the adoption of this reorganization plan, the Bureau may continue to assist in the administration of the Federal food programs and to provide consulting services in nutrition and the management of food services for schools. It is true that food services, as well as transportation services, are significant parts of local school budgets and -- in the case of food programs -- provide the opportunity to offer minimal dietary requirements for disadvantaged school children. Nevertheless, the potential for offering such food services consulting help to schools by intermediate units, or even by community colleges coordinated through intermediate units should be carefully examined.

The purchase of food, food services, transportation services, insurance services, maintenance services, and a variety of other business services probably should be examined as a purchasing decision of the school districts and approached by the Division as an area in which it can give its most valuable aid to districts as a representative of the consumers, or perhaps as a group purchasing agent, but probably not as a warehouser, distributor, and supplier of direct consulting services. If a transition in Bureau function is appropriate, it should be made gradually as the Division's capabilities for identifying and strengthening outside consulting resources are increased and as the Division's capabilities for serving as a school district purchasing (consumer's) information center increases.

5. Bureau of Textbooks

The Bureau of Textbooks provides staff assistance to the process of textbook adoption, negotiates purchasing arrangements with textbook publishers, arranges for the production of some textbooks in the State's printing plants, and warehouses and distributes textbooks. It is likely that these functions will continue to be performed during the first few years immediately following the adoption of this reorganization plan. However, as the Division's capability for examining purchasing alternatives is improved, the "make or buy" decision with respect to textbook manufacturing will need to be examined with detailed care. Under the present arrangement, California benefits from competition in sale of book plates to the state, but it may not be benefitting from competition in the manufacture of textbooks. The Department may wish to seek outside help in the detailed examination of this decision.

D. COMPONENT BUREAUS WITHIN THE NEW FINANCIAL MANAGEMENT SERVICES SECTION

1. Bureau of Educational Financial Management

The new Bureau of Educational Financial Management (or Fiscal) Planning should be staffed with skills to assist in planning functions heretofore unavailable to the Department. For example, emphasis by the Department upon major programs and the use of program budgeting requires that new tools for accounting for various applications of Departmental effort be developed so that program budgets, as well as Division budgets, can be prepared and translated from one form into the other. Likewise, accounting methods which account by major program, by Division, by divisional project, and by source funding will need to be developed so that the financial status of such programs may be calculated at any point in time, and so that prompt, accurate accounting for funds by source can be prepared and certified by the Division.

As another example, differentiated estimates of school population for the next decade need to be forecasted, and assessments of financial requirements for capital expenditures and teaching and administrative staff expenditures need to be made. These financial requirements need to be projected and translated into current and future demands upon funding sources.

As still another example, the concepts of program budgeting are likely to be extended to local school budget preparation and management in the not too distant future. The Division needs to assess the likelihood of this development, and sense and serve its critical needs. The Bureau of Educational Financial Management (or Fiscal) Planning is the likely source for leadership of a project designed to produce the conceptual base and the specifications for data processing methods which would produce for school boards and school administrators financial reports appropriate to program budget preparation and program management in the local schools.

In summary, the personnel of this Bureau should be selected so they can make important professional contributions to the development of tools for financial planning and financial management related both to the needs of school districts and to the needs of the State as a whole.

2. Bureau of Budgets and Apportionments

The Bureau of Budgets and Apportionments should assist the Department in its annual budget preparation, prepare reports apportioning to school districts monies from State funds as prescribed by law, prepare financial reports showing use of funds as may be required by Federal, State, or local funding sources, and prepare such financial reports for use within the Department as may be appropriate both for division chiefs and major program managers. It is assumed that much of the work of report preparation will be mechanized, and it will be the function of this Bureau to design and monitor such auditing procedures as may be appropriate to determine the accuracy of the reports which it must certify.

3. Bureau of Financial Field Services

The Bureau of Financial Field (or Administrative) Services should provide field services for the entire Division during an interim period of one to three years following the adoption of the Department's reorganization plan. The Bureau also should be responsible for answering most inquiries from the field to the Division, developing such files of consulting personnel, reports of research and projects in fields related to educational purchasing and financial management, and special studies produced by the Division as may be appropriate as information sources for reference. Activities requiring special field work may be initiated by professional personnel in any part of the Division and would normally be supplemented by general field service capabilities as represented by this Bureau.

This Division needs to know what new developments are occurring within and outside the State with respect to fiscal and business management for schools. It needs to know of consulting personnel who can help with specialized business management problems. It needs to be in regular contact with what industry is developing to sell to the education market. Members of this Bureau should routinely learn from other professional people what the latest developments are, and arrange to code and file the information so that it can be retrieved for use in answering inquiries.

The Division may, from time to time, wish to invite a person or two of established reputation to work in the Division for a limited period, such as a year or so, as State Educational Advisor(s) in Finance and Business Management. The presence, activities, and impact of such a person could be used to focus the attention of the Division, of educators in the State, and of various "publics" important to education upon some aspect of educational finance or business management of critical importance in California. It is likely that the Division would have only one or two such persons on the staff at one time, and it is also likely that there would be significant periods of time when no State Educational Advisors in Finance and Business Management are on the staff.

E. STAFFING MAJOR PROGRAMS

Since a rather significant portion of the Department's work is to be done under major program management, this Division -- like the others -- will provide selected skills and services to particular major programs. One important involvement, of course, will be in developing program budgets as they relate to program objectives, and in providing for information necessary to effective program management. This means that personnel will be assigned from the Division to work part-time or full-time on major programs. It is likely that these skills will tend to be drawn from the Bureau of Educational Purchasing Planning, Bureau of School Planning, Bureau of Educational Financial Management Planning, and Bureau of Budgets and Apportionments. There will be occasions when professional services will be needed from the other bureaus as well.

F. IMPLEMENTING THE ORGANIZATIONAL CHANGE

Our chart does not show the present Bureau of School District Organization. This is one example of an unusual occurrence in government bureaucracy: a unit is gradually succeeding in working itself out of a job! Therefore, our omission of this unit is a testimonial to its operational effectiveness in carrying out its mission, i.e., facilitating school district reorganization and consolidation. The job is not yet finished, but we believe what remains to be done can be managed in different organizational settings.

First of all, the professional resources of the Bureau should be extremely important in the recommended major program of District Development (discussed in Chapter II), which not only plans and works toward consolidation of school districts, but also is oriented toward the more general strengthening of districts and intermediate units. The skills inherent in the Bureau of School District Organization, when teamed with those from other bureaus and divisions, should result in a broader, but more integrated total effort to improve educational resources and capabilities in particular areas where such improvement is most needed. Secondly, it is anticipated that increasingly more of the services and consulting assistance supplied by this Bureau to local districts can be supplied by intermediate units as they can strengthen their capabilities and enlarge their role.

The organizational home (in the administrative axis) for district reorganization skills -- when they are not employed on the major program axis -- probably should be in the Bureau of Financial Field Services in this Division. This would suggest that the name of the bureau should remain the same as it is now, the Bureau of Administrative Services, or alternatively, be changed to simply Bureau of Field Services.

In addition to participating in the general implementation steps described in Chapter X, the changes of key importance to this Division are the selection of the section chiefs and the new professional talent. Their principal tasks will be to conceive new ways of viewing the financial and business management functions and processes of the State school system so as to facilitate improved planning and management, to solve important technical problems in translating the new concepts (such as program budgeting) into practical operating procedures which can be used in the Department and by the schools, and to assist in the introduction of these ideas to colleagues in other parts of the Department and to administrative personnel in the schools throughout the State. New staff will need to be selected for range and depth of professional qualifications, knowledge of and experience in applying new methods, and versatility in dealing with a broad range of problems. The Division should not expect to have on its own staff all of the professional skills which are needed to solve the many problems it faces. Instead, in selecting personnel, it should seek those who are able to utilize other professional skills as well as contribute significantly from their own professional knowledge.

CHAPTER VII

ORGANIZATIONAL RECOMMENDATIONS FOR A NEW STATE AGENCY FOR THE ADMINISTRATION OF COMMUNITY COLLEGE EDUCATION

A. AN OVERVIEW

Because of their unique problems and their very considerable and still growing importance to California, community (junior) colleges require and deserve a State-level administrative agency sufficiently visible to reflect their status and influential enough to meet their legitimate needs for leadership and service. Further, the colleges want and deserve an eminently respected and thoroughly knowledgeable person to represent them to the Legislature, on the Coordinating Council for Higher Education, before other state boards and national agencies, and to provide Statewide leadership and coordination.

After a thorough study of needs for and problems of State-level leadership and administration of community colleges in California, we have concluded that it is improbable that the legitimate, important, and long-term interests of the State's community colleges can best be served under the auspices of the State Department of Education.

For years, leaders in California's community colleges have sought stronger leadership, more influential representation of their interests, and improved professional service at the State level. Our report[1] on Phase I of our study for the State Board of Education noted in particular the unsatisfied needs of the State's community colleges. The State Board, the Superintendent of Public Instruction, and officials in the Department have been aware of the need to respond to pressures for constructive change. As a result, our Study Team was chartered to recommend, as a top priority aspect of our study, ways of providing improved leadership and service to community colleges.

In the last year or two considerable thought has been given by Departmental personnel to ways of improving the nature and extent of leadership and service to community colleges. Several steps have been proposed, approved, and implemented. There is now, in addition to the Bureau of General Education, a Bureau of Vocational-Technical Education, and a Bureau of Administration and Finance for community colleges in the Division of Higher Education. This represents significant improvement from the earlier situation where only a single bureau (Bureau of Junior College Education) existed and where individual community colleges reported to or were served by 19 different bureaus and four offices in five separate divisions of the Department. Such changes have been at least partially responsive to the need for additional professional staff in the Department who are specifically prepared for and oriented toward serving community colleges. In addition, these changes have simplified the problem traditionally cited by community college officials regarding the difficulty of locating the unit and the individual in the Department whose professional skills are appropriate to a given question or problem.

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[1] The Emerging Requirements for Effective Leadership for California Education, Arthur D. Little, Inc., November, 1964.

The principal problems as yet unresolved are those relating to organizational conditions which make it difficult to attract, employ and utilize most effectively individuals whose professional competence and stature qualify them most eminently for key leadership positions in State-level administration of the community college system. California's 77 community colleges serving nearly 600,000 students represent the most extensive development of community colleges in the nation. Such a "system" deserves and requires leadership, not merely stewardship, of the highest caliber.

The chief State-level administrator for California community colleges should possess such outstanding professional credentials and be held in such esteem that he could exert truly effective leadership in two major directions. First, he should be able to mobilize the cooperation and support of the State's community college administrators and faculty. This will help in achieving a more cohesive sense of unity among the colleges, in developing more effective Statewide planning, and will provide him with increased influence to apply on behalf of the colleges. Second, he should be a highly visible and effective spokesman for California community college interests to the governing board, the Cabinet of the Department, other State agencies, the Coordinating Council for Higher Education, the Congress, the United States Office of Education, private foundations, boards of community colleges, and secondary and unified school districts.

In our judgment, the probability of attracting such a high caliber professional to the position of chief administrative officer for the State's community colleges will be slim unless a number of important changes are made. We recommend four major steps toward improving the quality of State-level leadership for California's community colleges.

1. A new State agency or department should be established to provide administrative leadership and service to the State's community colleges. The chief administrative officer should be designated as the Chancellor (or an equivalent title) of Community College Education. This will enable the administrative leader for the State's community college system to function as the top professional in an organization specifically concerned with issues related to community college education, rather than as one of several third echelon (Associate Superintendent and Division Chief) or fourth echelon (Section or Bureau Chief) administrators in an organization primarily concerned with precollege education. The likelihood of attracting top-notch subordinates to the Chancellor is also enhanced by this change.

On November 11, 1966, following a recommendation of its Junior College Advisory Panel, the State Board passed a resolution calling for the creation of a separate administrative agency for the community colleges reporting directly to the State Board and headed by its own Chancellor (or equivalent title).

2. The Chancellor should be appointed by and serve at the pleasure of a highly capable lay governing board and serve as its chief executive officer. This board could be either the State Board of Education or a new and separate board of governors for community college education.

Since the scope of our study did not include considerations of alternative ways of governing community college education in California, we take no position on this issue. However, the California Junior College Association and the California Junior College Faculty Association have taken public positions in favor of a new and separate board. A recent study[2] by Medsker and Clark recommended a separate board and indicated at least some legislative support for such a change. In September, 1966, the California Coordinating Council for Higher Education passed a resolution advising the Governor and the Legislature that:

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[2] State Level Governance of California Junior Colleges by Leland L. Medsker and George W. Clark, August, 1966; a special study authorized and supported by the California Coordinating Council for Higher Education.

> "A new statewide governing and coordinating board for the Junior Colleges should be established, to be known as the Board of Governors for the California Community Colleges."

Realizing the possibility that the Legislature might act to set up a new governing board, we have recommended a State-level administrative organization which could function either under the present State Board or a new governing board; and, if a new board is established, the organization we recommend could be transferred to the new board with minimum confusion and organizational trauma.

3. Salary levels for the Chancellor and his staff should be established at levels generally comparable to those of the administrative staff of the State's universities and colleges and to those in other State administrative agencies. The governing board should set the term and the compensation of the Chancellor and his immediate subordinates. Such arrangements would be a decided improvement over those currently affecting Division Chiefs and Bureau Chiefs in the Department of Education.

4. The Education Code should be revised so as to establish a permissive code structure for community colleges in California. Such a revision should redefine the powers of the governing board, define and prescribe minimum regulatory responsibilities for the administrative agency, and provide for considerable latitude in local decision making which will stimulate innovation and permit programs to be appropriately responsive to local needs and requirements.

B. RECOMMENDED ORGANIZATION

The organizational structure we recommend for the new State-level administrative agency for community colleges is outlined in Figure 10. Five professional units, each headed by an Assistant Chancellor, will report directly to the Chancellor of Community College Education.

No specific provisions are made in this organization for certification of community college teachers. It is our belief that requirements for State teacher certification and approval of courses for community colleges should be revoked in order to facilitate flexibility and innovation of programs and services. If certification for community college teachers continues to be mandatory, then a unit for this purpose could be set up and managed by the Assistant Chancellor

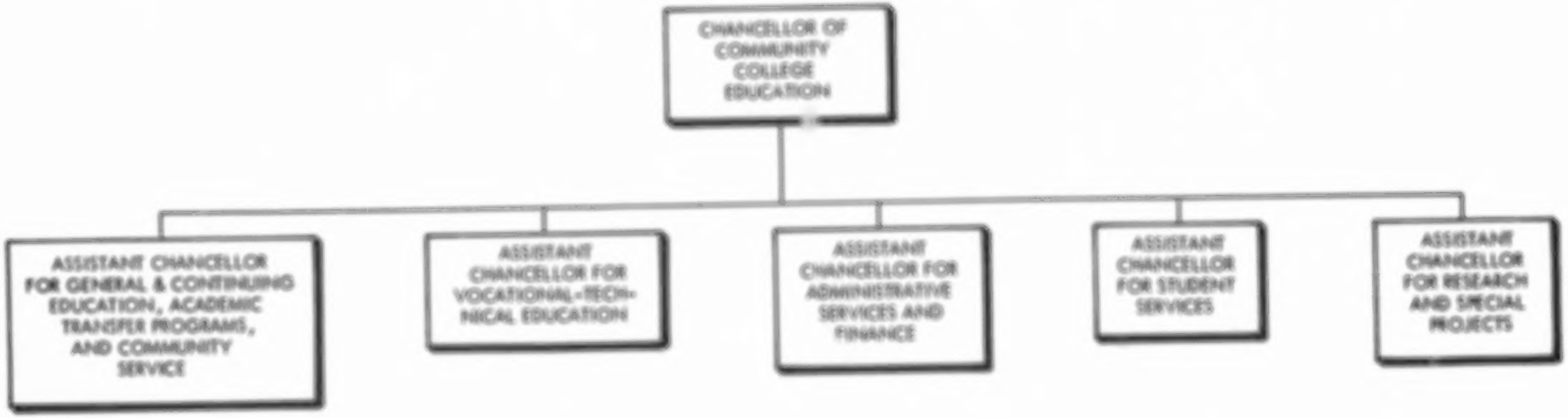
CHANCELLOR OF COMMUNITY COLLEGE EDUCATION
ASSISTANT CHANCELLOR FOR GENERAL & CONTINUING EDUCATION, ACADEMIC TRANSFER PROGRAMS, AND COMMUNITY SERVICE
ASSISTANT CHANCELLOR FOR VOCATIONAL-TECHNICAL EDUCATION
ASSISTANT CHANCELLOR FOR ADMINISTRATIVE SERVICES AND FINANCE
ASSISTANT CHANCELLOR FOR STUDENT SERVICES
ASSISTANT CHANCELLOR FOR RESEARCH AND SPECIAL PROJECTS

FIGURE 10

RECOMMENDED ORGANIZATION FOR A NEW STATE AGENCY
FOR THE ADMINISTRATION OF COMMUNITY COLLEGES

for Research and Special Projects. Certainly, any continuing requirements for certification should be broad enough that, within specified categories, the processing of applications for certification would be very largely mechanized, and service contracts with data processing agencies could be arranged to handle the great bulk of work.

C. ASSISTANT CHANCELLOR FOR GENERAL AND CONTINUING EDUCATION, ACADEMIC TRANSFER PROGRAMS, AND COMMUNITY SERVICE

This unit will be concerned with the improvement of instruction and curriculum and program development. It will work with deans of instruction, department heads, teachers, librarians, and others involved in these matters. Its principal contribution will be through the planning, conducting, and reporting of conferences and workshop activities, including the sensing of needs for such gatherings and the identification and engagement of resource personnel potentially valuable to such meetings and exchanges. It will not, in general, be staffed to provide direct consultative services to teachers or deans of instruction on an individual basis except in unusual cases; but here again, it should be able to identify and suggest consultants and professional staff in other colleges on whom teachers, deans, and districts can call for specific information and guidance.

Personnel in this unit will also contribute by engaging in the activities of the Research and Special Projects unit (described later in this chapter).

It is expected that this unit will participate in the accreditation of community colleges, in conjunction with the Western Association of Schools and Colleges, and by this means provide further communication, guidance, and coordination in curriculum and instructional matters.

Articulation problems with secondary schools and the four-year institutions will be handled here, insofar as they reach, or can be smoothed by, a State-level agency.

It is recommended that the requirement for approval at the State-level of junior college courses be removed from the Education Code.

Permanent staff within this unit should be kept as small as is consistent with continuity of effort and maintenance of external relationships. Ample provision should be made for short-term appointments, ranging from a matter of months to a year or two.

The modern community (junior) college is oriented toward providing a truly comprehensive array of postsecondary education offerings and, especially in its transfer programs, is much more akin to higher education than to the secondary school from which it grew. The present-day faculty member is usually a well trained, full-time professional. His work is generally performed under the supervision of a department head and a dean of instruction. He may seek interchange with others who teach the same subjects that he does, but he requires no significant supervision or direction from individuals or agencies outside his college. Master's degrees are the rule and Ph. D.'s are increasingly common among community college staff. A teacher who introduces a course in Logic and Boolean Algebra, for example, would not and should not look to a State agency for help. Or, an instructor in history with a Master's degree may well want periodic group discussions with others teaching his specialty, but he does not need consultants from a State administrative agency to work with him personally.

These are reasons for proposing that this unit contribute largely through the planning, conducting, and reporting of conferences and workshop activities, and not be staffed with the intent of providing direct consultative assistance to teachers. There are other reasons. Courses in academic transfer programs are, by definition, designed to enable the community college student to be accepted by and transfer into selected majors at the four-year institutions. The latter afford a good deal of guidance -- some would say pressure -- as to how these courses should be designed and constituted. In any case, the community college instructor or his representative often consults with his counterparts at four-year institutions on course content and teaching methods. The Articulation Conference is an important instrument in this regard, as are all of the various subject matter liaison committees which stem from it, drawing membership from the various universities, colleges, and community colleges. State agency personnel participate in such conferences and assist such committees, and should continue to do so.

With regard to courses in general and continuing education, these are initiated by the local college to meet local needs, as befits a true "community" college. It is important that the Assistant Chancellor for this unit provide systematic support and assistance to colleges in the identification of specific needs for continuing and general education and in planning to meet those needs. There are only a few mandatory courses in community colleges, e.g., health and physical education, United States Constitution and history, and oral and written English; requirements for these courses are long standing. This is by way of contrast with secondary and elementary schools in which, for example, a new foreign language program becomes mandatory and many school districts instantly need new teachers and teachers suddenly need help in acquiring new teaching skills.

The California Master Plan for Higher Education envisages that the community colleges will also become community centers for cultural activities. Famous already are the Cabrillo College Musical Festival and the symphony program at Foothill College; a number of others could be cited. Many colleges provide a series of artist and lecture programs to the public. It would be most helpful at the State-level to have a clearinghouse for information on such local services and activities. Again, this resource should not take the form of direct consultative, diagnostic, and planning help at local institutions, but it should function so that any junior college could query what experience other institutions have had in meeting certain needs and in providing certain kinds of programs, so that such accumulated experience could be tapped directly and efficiently. Such communication and some coordination of programs also could be helpful in avoiding inadvertent duplication of community services and cultural activities in adjoining districts, and might result in savings in the costs of booking talent by cooperative efforts in working out itineraries.

The accreditation of California community colleges is carried out under the auspices of the Western Association of Schools and Colleges. State agency personnel have long participated on accreditation teams, and should continue to do so. There are a number of benefits to all parties concerned. Through systematic self-study the local institution is forced to take a good look at itself. However, the visiting team can often discern weaknesses not thus uncovered, and can lend an outside voice to the need for repair of shortcomings that the local institution may or may not already have discovered. This form of quality assurance is generally regarded to be more effective regarding teacher qualifications than is the usual routine process of teacher certification.

Each community college is visited and examined at an interval of five years or less, so that the activity is a periodic renewing process. This allows an ongoing interchange of ideas and recommendations by means of rotating memberships on visiting teams. Clearly, representation on the teams by members of the proposed State unit will give it a valuable role in the improvement and coordination of local programs, and further its function as a clearinghouse of information as to what is being done throughout the State in the way of new developments in community college education.

The requirement that each community college course be approved at the State level goes back to the old days when the junior college was an extension of the secondary school. It would now appear to be an anachronism. A review of the process of submission and approval of new courses at several colleges reveals that it generally is quite searching and rigorous, including review by college curriculum committees and the approval of the president. If this is at all typical, further approval in Sacramento appears to be unnecessary red tape. Opinion is virtually unanimous here. Junior college development in California is so dynamic that it requires continuous infusion of new talent, knowledge, and experience at the State-level just to keep up with it, let alone lead it. Since there is an obvious need for more innovation and development in curriculum, courses, and services, it does not seem appropriate to risk untoward restriction by requiring review (which is often cursory) and approval of courses by permanent State-level staff.

We recommend that permanent staff should be kept at a minimum consistent with continuity, and that provision be made for short-term acquisition of very high quality professional personnel. These could be extraordinary people on leave from their districts, colleges, and universities, inside or outside California. The idea of predoctoral or postdoctoral internships is also attractive in this connection. With respect to temporary acquisitions of district personnel on leave, it would be very helpful if an arrangement could be made whereby the person would remain on the district payroll and the State would reimburse the district. This would avoid questions of loss of tenure and retirement credits.

It is most important that community college students have available to them a comprehensive array of offerings in both general education and vocational education, and that encouragement and guidance be offered to them to take advantage of this combination. Consequently, it is organizationally tempting, even at the State-level, to have a "chief of community college curriculum and instruction" at the State-level who would have responsibility for both general education and vocational education. After a good deal of thought, we believe there are several reasons for not making this recommendation.

At the State-level, the primary issues are those of policy and of facilitating joint interaction, communication, and planning between general education and vocational education faculties. Policy formulation and recommendations should be a responsibility of the Chancellor, integrating observations from the several members of his staff (including those from different units working together in a special project team) with those from various task forces or study groups working outside the State agency. Influence on the separate faculties of vocational education and general education in colleges would come, not from a State-level Chief of Curriculum and Instruction, but from State-level consultants, Assistant Chancellors, and college people working jointly in curriculum development special project teams, and through conferences and workshops. Such conferences should be initiated at the State-level for the purpose of bringing representatives of the separate faculties together for communication, joint interaction, and planning for more comprehensive offerings and more flexible curricula. The need for a common head of curriculum and instruction at the State-level under the new Chancellor appears to be more apparent than real.

A further argument against such a position stems from the fact that it would interpose another echelon between the Chancellor and the respective heads of general education and vocational education, place the latter positions one level lower in the organizational hierarchy, lower the probable salary levels for such third echelon positions, reduce the likelihood of attracting the best qualified people, and add to the total of salary costs.

The Chancellor has only five people reporting directly to him, so he is in a position, and should have the talent, to be his own chief of curriculum and instruction in the sense of insuring cooperation, coordination, and joint effort among his immediate subordinates.

D. ASSISTANT CHANCELLOR FOR VOCATIONAL-TECHNICAL EDUCATION

Within the context of the several Federal vocational education acts this unit will assist community colleges in developing vocational education programs which they desire. It will aid colleges in preparing proposals and applications for such programs; and it will participate in the decision process at the State-level whereby priorities for funding individual projects are decided.

The unit will attempt to serve as a catalyst in initiating the use of area advisory committees involving business, labor, industry, and education, and by providing the stimulus for innovation and change in vocational and technical education for the jobs of today and the future. It will encourage research and pilot programs with the aim of developing better techniques and methods for conducting vocational education, and it will plan for and assist in the evaluation of such programs.

In all of its work the unit will be sensitive to the needs for in-service training and upgrading of teaching and administrative personnel in vocational education, and, when a need is sensed, the unit will help organize and conduct conferences and workshops for the development and dissemination of new methods, materials, and curriculum programs.

The unit will engage in studies to develop information and disseminate it to community colleges so as to enable them to make wise decisions on directions they should take in vocational education. To serve this purpose the unit should maintain close liaison with all agencies generating such information, governmental and otherwise, and maintain a close working relationship with the UCLA Clearinghouse for Junior College Information and also with the educational research information center for vocational education in order to stay abreast of new developments.

This unit should work closely with the State Director of Vocational Education and his staff in the Department of Education (if the Assistant Chancellor for Vocational Education is not appointed to be the State Director) in developing a comprehensive, joint State plan for vocational education, and to facilitate effective articulation between secondary school programs and those of community colleges. However, it will serve its community college clientele under the administrative direction of the Chancellor.

The subject coverage of the vocational-technical education unit will include the traditional occupational categories of agricultural education, business education, industrial education, and home economics. Two additional occupational categories should be recognized and staffed: (a) health occupations, and (b) protective service occupations, including Peace Officer Training and Fire Training. Professional staff for these areas may be transferred from the Bureau of Vocational-Technical Education in the Division of Higher Education.

Under Federal and State support are a variety of special programs which cut across occupational fields and do not follow a single type of occupation. These are exemplified by the Manpower Development and Training Program, Work Experience Education, and the Antipoverty Program. It is recommended that, at least for the present, these special programs have the overview of the Associate

Superintendent and Chief of the Division of Vocational Education and his staff, even though on occasion community college facilities may be used.

At the present time there is a professional staff representative for community college vocational-technical education in each of the three regional offices of the State Department's Vocational Education Section (Sacramento, Oakland and Los Angeles). It may be desirable to continue this housing arrangement under the new organization in order to maintain close and localized relations with community colleges and to achieve more effective liaison with Departmental vocational education personnel in the field.

1. Professional Staff

It is estimated that the initial professional staff for this unit should be the Assistant Chancellor and fifteen consultants. We suggest that the initial staffing of this unit be achieved by transferring the Bureau of Vocational-Technical Education from the Division of Higher Education.

E. ASSISTANT CHANCELLOR FOR ADMINISTRATIVE SERVICES AND FINANCE

This unit will be concerned with four principal areas of responsibility and activity: (a) district organization, (b) college planning, (c) finance, and (d) data gathering, processing, and reporting.

1. District Organization

The unit will review plans for the formation of new community college districts and make recommendations accordingly through the Chancellor to the governing board and the Legislature. It will give help in the development of such plans upon request, and will supply professional assistance in dealing with the problems of merging existing districts.

Expressed legislative intent is that all of the State be included in community college districts. If this intent is not satisfied by county committees, the responsibility to make proposals for such districts will be met by this unit.

2. College Planning

The unit will advise the governing board of each district on the acquisition of new school sites and, after a review of available plots, give the governing board a list of the approved locations in the order of their merit.

It will establish standards for school buildings pursuant to any continuing requirements of the Education Code; and it will review all plans and specifications for buildings in every district required to make such submission. If it does not approve these plans, it will return them with recommendations that will bring them up to established standards. In connection with this entire activity, it will arrange for local governing boards and their architects to procure copies of standards, specifications, plans, and building codes prepared by this unit.

At the request of a district, it will survey the district's building needs and suggest plans for financing a building program to meet these needs.

3. Finance

In accordance with the Education Code, the unit will administer the junior college tuition fund, check compliance with the teacher salary limitation, compute funds regarding out-of-state tuition fees, the Junior College Tax Relief Grant, the Junior College Facilities Construction Law of 1963, and the Junior College Construction Act. In addition, it will interpret and enforce laws and regulations regarding student attendance accounting. It will cooperate with the Coordinating Council for Higher Education in the coordination of the State program for capital outlay with that of the Federal Higher Education Facilities Act of 1963 and the Higher Education Act of 1965.

The staff will consult with the State Department of Finance, the Coordinating Council for Higher Education, and other State agencies regarding the financial support of community colleges. It will give advice to districts on request concerning their financial problems.

4. Data Gathering, Processing, and Reporting

The unit will have the responsibility of collecting a good deal of data, much of it required by the Education Code. These data pertain to the following listing, which is not exhaustive:

- nonresident students
- apportionment attendance reports
- cumulative enrollments, active enrollment, and contact hours
- financial reports of districts
- revenue and expenditures in districts maintaining community colleges

Users of the data collected include the Department of Finance, the Legislative Analyst, the Legislature, the community college districts, business and industry, the Coordinating Council for Higher Education, and the general public.

There are other important but miscellaneous duties to be performed according to the Education Code and the Administrative Code. These deal with such things as approval of out-of-district classes, approval of contract classes, and approval of contracts with the Federal government.

5. Discussion

The duties and responsibilities designated above are already discharged within the present Bureau of Junior College Administration and Finance or in the Division of Public School Administration. Hence, the personnel involved are quite familiar with their required tasks.

It is now recommended that all such matters pertaining to community colleges be placed under the Assistant Chancellor for Administrative Services and Finance.

(One small point of terminology should be noted: the unit has purposely been designated "Administrative Services and Finance." If tradition were followed, the word "Administration" would be used and stand alone. But the unit is not intended to engage in community college administration; its mission is to be of service to that function.)

6. Professional Staff

The present professional personnel complement of the Bureau of Junior College Administration and Finance, in addition to the Bureau Chief is:

3 Consultants for junior college planning

1 Consultant for district organization

1 Staff Accountant III

1 School Apportionment Analyst II

We estimate that the workload for this unit will eventually require a staff approximately twice the size of the existing complement. When the new unit gets into full-scale operation, it may be found that the Assistant Chancellor needs a generalist to act in support of him. This possibility can be faced as the work load is defined and measured.

F. ASSISTANT CHANCELLOR FOR STUDENT SERVICES

This unit will perform developmental and service functions in three principal areas: (a) counseling and guidance, (b) student aid and activities, and (c) student placement and employment.

1. Counseling and Guidance

The unit will support the community colleges in their counseling and guidance activities by identifying particularly good plans and programs throughout the State. On the basis of such identification, it will do two things: (a) periodically arrange conferences and workshops centered on the good features thus found; and (b) serve as an up-to-date repository and switching center for such information, so that counselors can query where good examples can be found for their own follow-up visitations and can locate qualified consulting help.

In addition, the unit will participate in joint project teams within the State agency and furnish staff support for projects or studies undertaken by community colleges to improve their counseling services. For example:

- studies of student characteristics: what motivates them, what influences or determines their choice of vocations, and what personal traits are related to success.

- studies of how to obtain better information regarding all types of vocations and prerequisites for success in them.

- studies of means to decrease the high dropout rate in community colleges.

The unit will maintain close liaison with guidance and counseling personnel in universities and colleges, in professional associations, and with the UCLA Clearinghouse for Junior College Information, both to keep itself informed and to be able to identify on query the helpful literature which that clearinghouse may afford.

2. Student Aid and Activities

Using techniques and approaches similar to those mentioned above for the improvement of counseling and guidance throughout the State, the unit will seek to help community colleges with regard to:

- programs of scholarships and loans
- health services, including information on health insurance plans

Similarly, it will furnish staff support for studies undertaken by community colleges. For example:

- studies to determine what expenses are appropriate for community college students, such as fees, parking charges, penalties for late registration and late dropping of courses.
- studies to determine what additional services are justifiable, and how they should be financed and administered.

An additional function to be handled by this unit is "student activities." It will involve the collection of information on what is being done for and by students in extracurricular affairs at the various community colleges, and the dissemination of this information. It will also be a sounding board for student suggestions, requests, and desires. Presumably, but not necessarily, the students have this voice at the local level. Nevertheless, a Statewide platform for their views would have a wider audience and might transmit valuable ideas on a broader scale. The whole gamut of student activities should be covered, ranging from student government to social affairs.

3. Student Placement and Employment

Increasingly, community colleges are offering placement services to their students and graduates. This is primarily a local problem, but some help can be given from the State-level. Mainly, this would take the form of close cooperation with the Division of Vocational Education in the State Department of Education and with the State Department of Employment, plus other relevant groups including joint project teams with community service personnel in the State agency and with action groups in various communities. Periodic bulletins to the community colleges could be one instrument of communication and, in addition, the unit would be responsive to queries from the field.

4. Professional Staff

It is estimated that in addition to the Assistant Chancellor, consultants in the following areas will be needed:

- Consultants on Counseling and Guidance
- Consultant on Student Activities and Government
- Consultants on Student Personnel Services
  - a. Scholarships and loans
  - b. Health Services
  - c. Employment Placement

G. ASSISTANT CHANCELLOR FOR RESEARCH AND SPECIAL PROJECTS

In the course of this work it has become apparent that there is need for a number of significant studies in the community college field. Most of these would be carried out on a one-shot basis or perhaps repeated and updated every few years. Obviously, it would be wasteful to stockpile the talents needed for these studies. Not only are these studies discrete and intermittent in time, but the kinds of required talent and experience vary widely. The unit for Research and Special Projects will, therefore, rely heavily on ad hoc study teams and research task forces.

Membership in these study groups will be drawn from personnel in and outside of the State agency and the public school structure and from other groups of professionals and specialists wherever found. If people are used on term projects from districts, it would be advantageous if a way could be found for the State to reimburse the district and have the person on leave remain on the district payroll. In this way, no question would arise about loss of tenure and forfeiture of retirement credits.

Long-range, Statewide problems also will be handled by ad hoc study and research teams, and a permanent staff will be in a position to supply coordinative or staff assitance and pertinent data as required by the Coordinating Council for Higher Education and other official groups relating to community colleges in California.

This unit will maintain close liaison with the Clearinghouse for Junior College Information now being established at UCLA under a contract with the United States Office of Education.

1. Professional Staff

This unit is new in concept and there is no experience to guide an estimate of staffing requirements. It is suggested that it start with a small staff and allow developing needs to dictate its growth. It is recommended that its initial staffing be the Assistant Chancellor and two professionals who would function as project coordinators.

It is of paramount importance that ways be found for funding term personnel and for processing their appointments rapidly.

CHAPTER IX

RECOMMENDED ORGANIZATIONS FOR PERSONNEL SERVICES, INFORMATION SERVICES, AND DEPARTMENTAL SUPPORTING SERVICES

This chapter describes an Office of State Education Personnel Services, an Office of Educational Information Services, and an Office of Departmental Supporting Services. These units should be formed from the existing Division of Departmental Administration and given new attention and a new complement of professional resources. The purpose of this reorganization is to exploit further the opportunities of capitalizing upon management methods and technologies developed in the last decade in improving the services to the Department and to the State's public education system.

A. OFFICE OF STATE EDUCATION PERSONNEL SERVICES

The technologies of human resources management have been used increasingly in government and business during the last two decades. This has occurred not so much because the technologies have been developed recently, although technological improvements have occurred, but because of increased recognition of the importance of human resources in the operational effectiveness of any organization. Consequently, enlightened organizations have sought to capitalize on the inherent value of this increasingly expensive resource by improving the management (both development and use) of their personnel. California state government, for example, recently examined its management manpower requirements[1] and—in looking—noted that managers in the Department of Education, on the average, were third oldest among 20 major departments and, during the decade 1954-64, had received the least salary increase. If managers in the Department of Education have received, or deserved, this kind of attention from outside organizations which might wish to entice them away from the Department and that kind of consideration in matters of salary, what has happened to other professional personnel in the Department? Why has it happened to managers? Whatever the reasons may be, it is important that increased attention be given the management of human resources in the Department.

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[1] Commission on California State Government Organization and Economy, A Study of Management Manpower Requirements, California State Government. Sacramento: California Office of State Printing, February 1965.

It is equally important that increased State-level attention and support be given the management of the State's human resources represented by professional personnel in its public education system. Teachers and administrators are employees of their local school boards; the responsibility for personnel management in local districts should, of course, remain with the local boards. However, the Department performs several services in support of State professional personnel management, i. e., certifying teachers and administrators, and making surveys of teachers' salaries; and it has participated in personnel planning studies for the State.[2] It is expected that the need for personnel administration services and particularly for planning studies will increase. The Department can and should increase its value to the State by sensing and satisfying needs for information and assistance regarding professional personnel management at local and intermediate levels.

1. Functions of the Office of State Education Personnel Services

The Department should continue its interest in and extend its support of the management of three groups of professional personnel resources: (a) the professional personnel in the Department, (b) the professional personnel in the public schools of the State, including those who are recent or potential professional employees, and (c) professional personnel able to provide consulting assistance or temporary staff help to the Department, the intermediate units, and the local districts. Its role should be that of long-range planner, information collator and distributor, sensor of problems and opportunities, and—when essential—provider of personnel administrative services, such as for the certification of teachers and administrators. For the Department itself, its services should also include aid to management in the acquisition, development, utilization, and assessment of professional personnel and supporting personnel.

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[2] For example, the Department sponsored a study, recently completed, of the supply and demand for teachers in California during the next decade. Arthur D. Little, Inc., Teacher Supply and Demand in California, 1965-1975. Cambridge, Massachusetts: Arthur D. Little, Inc., February 1967.

In support of schools in the State, these functions can be performed through the certification of teaching and administrative personnel, through assisting in accreditation of teacher preparatory institutions, through assisting in identifying and following professional personnel who may teach or return to teaching in California, through studies of the effect of statutes upon the supply and quality of teaching personnel, through studies of the emerging patterns of need for teaching personnel, through joint projects with professional associations of teachers and administrators, and through yet other efforts. Dissemination of information in a form which is useful to school districts as they consider their staffing and personnel management tasks is of key importance. Advising the State Board and the Legislature about the significant trends and problems, and proposing corrective action are equally important functions.

The functions supporting personnel management in the Department will include some of the same functions performed in support of teaching and administrative personnel management in the State, but also will extend to activities in support of the development of effective teams for major programs or projects. Accepting program management, the Department will constantly form and reform teams as programs are completed and new ones are defined. The changing, shifting colleague relationships among professional personnel in the Department and with professional personnel from outside the Department will need careful attention in order that effective and complementary working relationships can be built quickly and appropriately maintained.

The Department reports varying but generally indifferent success in using committees as a means for coordinating activities across division boundaries, and the proposed organizational scheme requires *more* cross-divisional teams. It seems clear that new capabilities and habit patterns will need to be developed if the full potential of the new plan for sensitively and flexibly utilizing multidisciplinary and Departmentwide human resources is to be realized.

In addition to developing team skills, other tasks essential to effective Departmental personnel management must be performed; e.g., the development and maintenance of systems supporting regular, individual job performance reviews, and systems showing the impending availability of professional skills and time for projects and programs. Since much of the Department's work becomes effective only through its relevance to other groups, it will be essential to maintain and upgrade Departmental skills related to keeping open and effective relationships with multiple publics outside the Department, such as with intermediate units, the Legislature, other departments of State government, and business organizations. The maintenance and further development of these skills will need constant attention, and the Office of State Education Personnel Services can assist Department management in performing this important task.

2. Organization of the Office of State Education Personnel Services

Professional skills important to the effective performance of the Office of State Education Personnel Services include management skills such as those of personnel management and public administration, and behavioral science skills such as those in the disciplines of social and industrial psychology, industrial sociology, and political science.

There will be important periods of time, starting immediately and continuing for at least two or three years and possibly more, in which professional skills combining knowledge of the use of personnel management information with knowledge of data processing technology will be important in converting the opportunities to mechanize aspects of personnel record keeping into operating, first generation personnel record systems. It will not be necessary for the Department to acquire permanently all of these skills, but it will be necessary to acquire some skills of these kinds on its payroll and identify additional skills which it can utilize to meet new and different needs.

The State Personnel Board is an important source of professional support and this resource should be more effectively employed. Consulting skills outside State government may also be used. It is not necessary that all or even most of the professional personnel in the Office have experience in education administration, although practical knowledge in this area will be most important to some of its work and must be added from other skill resources if it is not available within the Office.

The proposed organization is outlined in Figure 11 and shows an Office composed of three bureaus performing personnel services of different kinds. Several professional persons with specialized and highly developed skills (some of whom may be hired on a temporary basis) report directly to the Director of the Office and not through the bureaus.

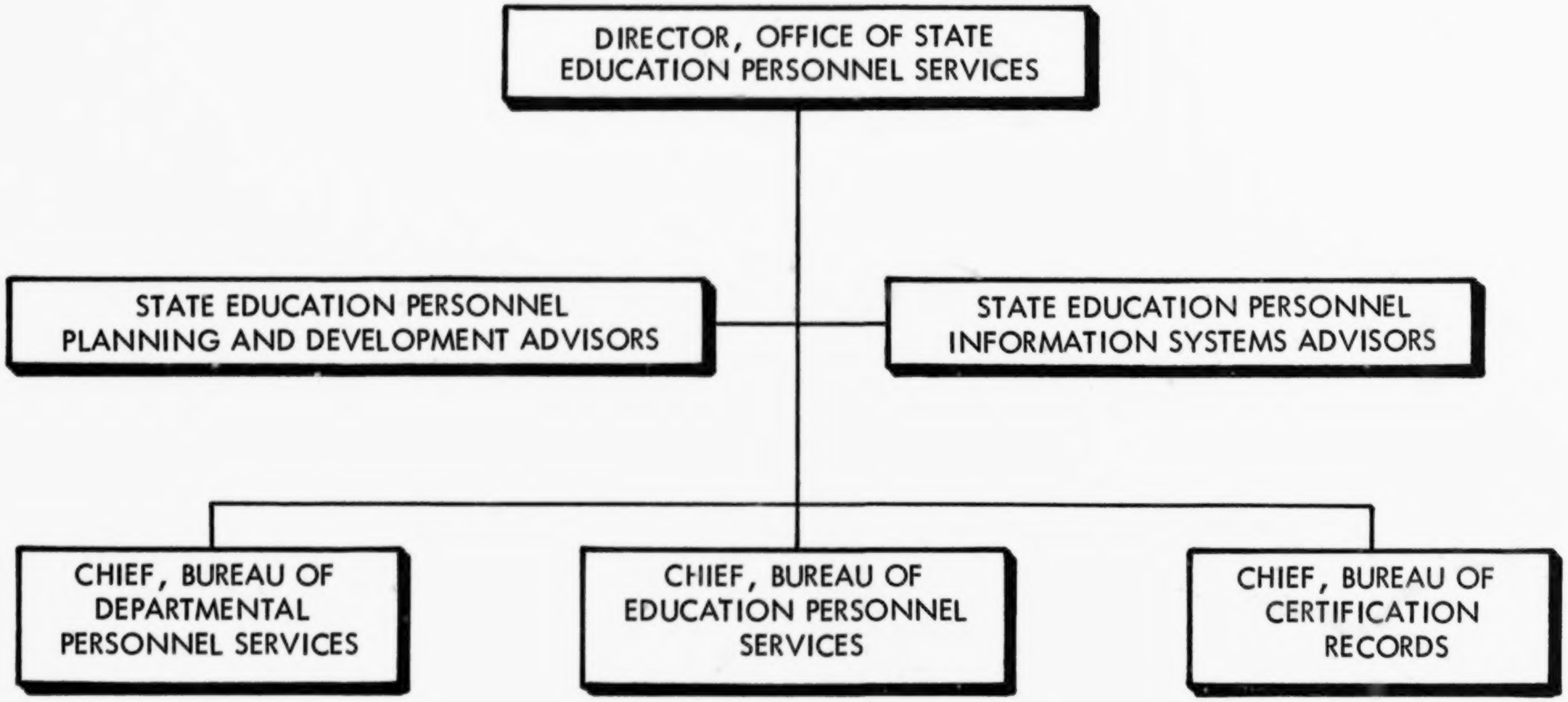
DIRECTOR, OFFICE OF STATE EDUCATION PERSONNEL SERVICES
STATE EDUCATION PERSONNEL PLANNING AND DEVELOPMENT ADVISORS
STATE EDUCATION PERSONNEL INFORMATION SYSTEMS ADVISORS
CHIEF, BUREAU OF DEPARTMENTAL PERSONNEL SERVICES
CHIEF, BUREAU OF EDUCATION PERSONNEL SERVICES
CHIEF, BUREAU OF CERTIFICATION RECORDS

FIGURE 11

RECOMMENDED ORGANIZATION OF THE OFFICE OF STATE EDUCATION PERSONNEL SERVICES

a. Bureau of Departmental Personnel Services

This unit performs most of the standard administrative services and tasks in support of personnel administration for Department management. This includes (a) assisting in the collection of information needed for personnel administration; e.g., position descriptions, man specifications, information required of various types of employees at the time of employment; information required to support payroll, absence, and vacation administration; information required at termination; and information about job performance.

The Bureau will also (b) arrange for the preparation of various routine and special reports to management about personnel resources. One example, not previously used in the Department, is a special report presenting to a program manager the names of persons with specified skills who will become available for program assignment during the next one, two, or three months. From this report the program manager may identify people he wishes to utilize on his new program. Another report, not previously used in the Department, shows a program manager which professional people have worked on his program during the past week and what amount of time each person has spent on behalf of the program. This report will permit the program manager to assess in a rough way whether his work is, or is not, progressing as expected.

Yet another example is a report to Division management showing the skill spectrum and skill level in a division or office at both present and future times, taking into account known future terminations through retirement or at the end of temporary periods of full-time employment. This report will enable division managers to plan their professional recruiting work for the year ahead.

Still another example is a report to division management showing the types of program assignments given an individual progessional employee during the prior three years, and the nature of his performance in those assignments. Division managers may use such reports in preparing plans for that employee's exposure to new work at new levels of responsibility as a part of his individual professional development.

The Bureau of Departmental Personnel Services will assist Department management in its recruiting of professional and support personnel, performing administrative tasks which facilitate management's recruiting and selection task. It will perform tasks and maintain such records about personnel, jobs, and organization as are necessary to facilitate the Department's personnel management function.

b. Bureau of Education Personnel Services

This unit represents an extension of services to intermediate units and local districts in support of their personnel management responsibilities and activities. In the past, the Department has collected, analyzed, and shared with local districts and the general public information about teachers' salaries in California. It has conducted surveys of the ethnic composition of teaching staffs. It has studied the supply of and demand for teachers in California for the period 1965-1975. It has served as advisor to the Legislature regarding statutes affecting teacher supply and demand. It has received and distributed information about teaching vacancies in local school districts throughout the State. It has prepared a directory of education personnel in the State. These kinds of activities and services represent much needed support in State and local planning for effective management of valuable professional resources in public education. Such activities and services should be continued and extended. The responsibility for much of this work should be that of the Bureau of Education Personnel Services.

The Chief and the staff of the proposed new Bureau should plan and conduct, or arrange to have conducted, special studies of the State's personnel resources in education. The Bureau should be responsible for collecting, analyzing, and disseminating information about teaching vacancies in California schools, for services in support of the accreditation of teacher preparatory institutions in California, and for such new personnel services as may be required and developed.

A recent study[3] recommended the establishment of a professional personnel registry which contains information about personnel currently active in teaching, new graduates from teacher preparatory institutions in California, and teachers who have left active teaching in California—such as for marriage—but might return. Annual updating would allow the Department to furnish to local districts the names and qualifications of teachers living in their vicinity who may be newly qualified as teachers or who may be able to return to teaching after a period of absence. The processing of requests for information from such a Registry, and the development of special reports for local districts, intermediate units, and the State Board, should be the responsibility of this Bureau.

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[3] *Ibid.*

It will be the responsibility of many professionals in the Department to identify outstanding individuals within and outside the State who represent potential consulting resources for school districts and intermediate units, and who may be useful to the Department as temporary staff. Responsibility for keeping records about these personnel, and for periodically updating the records, should rest with this Bureau.

Requests for lists of people with special skills received by the Department from program managers in the Department, or from schools and intermediate units in the State, should be processed by this Bureau. The Department already has performed similar work of this kind in its administrative support of Federally funded projects, and the work should be consolidated in the Bureau of Education Personnel Services.

c. Bureau of Certification Records

This unit should perform those activities essential to processing applications for certification and for maintaining records about certified personnel. A recent study[4] discusses the potential for mechanizing important components of this activity. It also seems likely that opportunities and payouts exist in mechanizing the combined needs for: (a) records of certified personnel as translated into an education personnel registry, (b) records of potential consultants and *ad hoc* staff, and (c) detailed personnel records of Department staff. While the demands placed upon these three records systems vary, there are important common elements and functions. Careful systems planning should permit common use of computer programs in the somewhat different systems, thereby conserving system development costs. Under these circumstances, inputs to mechanized personnel records files would be provided by the Bureau of Certification Records, as well as by the other two bureaus in the Office of State Education Personnel Services.

Service to division chiefs and program managers should be provided, in large part, by the Advisors in personnel planning and development, and by the Advisors in personnel information systems. The needs for professional personnel development in connection with implementing organizational change, and for personnel data from which to develop detailed plans for the change and for the continued operation of the Department under both program and division management, are discussed in Chapter X. The Advisors should be selected for their mature, high level professional skill and background in providing both professional and technical services in personnel management.

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[4] Aerojet-General Corporation. *Electronic Data Processing System for Credential Application Evaluation*. Sacramento, California: Aerojet-General, December 1966.

3. Staffing Programs

Program managers will draw upon professional assistance from the Office of State Education Personnel Services primarily from among the Advisors, the Director, and perhaps from the Bureau of Education Personnel Services. Program managers should look to this Office for assistance in staffing their programs, for help in developing effective teamwork on their project teams, and for help in planning and carrying through the aspects of programs which require involvement of parties outside the Department of Education for the effective utilization of the products of the program.

4. Implementing the Change to the New Organization

Two Bureaus of the new Office represent units which are only somewhat different from units already existing and operating in the Department. The Bureau of Education Personnel Services, however, brings together functions which have been performed in a variety of locations in the existing organizational structure, and will require detailed planning in order to bring together the appropriate skills and the correct level of effort necessary to meet demands upon the Bureau.

The selection of the Director, the Advisors, and the Bureau Chiefs are key decisions in the manning of the new Office. It will be important that this be done as quickly as is consistent with appropriate and careful selection of management. The projects which must be undertaken with respect to implementing the organizational change offer the opportunity for trial, under conditions of temporary assignment, of several persons who may be considered for these and other key appointments.

The Director should become a member of the Superintendent's Cabinet immediately. It is expected that the Office will develop in importance so that it will become a division of the Department after operating for a period of two years or more.

B. OFFICE OF EDUCATIONAL INFORMATION SERVICES

In little over a decade, computers and the information systems which they make possible have brought important new capabilities to the complex problems of management. This is as true for the management of the education enterprise as it is for other enterprises in public administration. California has been using computers in the administration of education for a principal portion of the last decade. An important part of computer effort has been used in financial management, such as in preparation of payrolls and in the administrative work basic to the distribution of State funds to local school districts. But other uses of computer effort have been in the control of inventories of supplies, in analyzing surveys of educational achievement, in classroom scheduling, in student record keeping, and in a variety of special research and planning studies.

In 1966, the State had two data processing centers (Sacramento and Ventura) operating in intermediate units and providing data processing services to school districts in those areas. Feasibility studies and implementation planning are in progress for other centers. Data processing is seen[5] as one of the important, specialized services which can be provided by the intermediate unit.

At the same time, the State Department of Education has developed a data processing capability for handling some types of data it receives from local school districts. The experience of the Department has been that the demand for computer services exceeded the capabilities of the Department to prepare for the effective use of the computer. Programming (the task of translating ideas which people have into instructions the computer can follow) capabilities have been in constant short supply. Systems analysis and planning skills have been virtually unobtainable. Computer "operations" people have experienced the difficulties nearly all computer users have met as they mastered the new tool.

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[5] The Committee of Ten. The Future of the Intermediate Unit in California. Visalia, California: American Yearbook Co., September 1966. A study sponsored by California Association of County Superintendents of Schools, and County Boards of Education Section of California School Boards Association.

Data processing technology has changed in its short history so that large processing centers can do processing for the least unit cost. Since it takes a great deal of work to keep a large computer busy three shifts a day, users typically combine work until they have an economic work load. For a large organization geographically centralized, this may produce only the problems of coordinating effort across departmental lines within the organization, sometimes not an inconsiderable task. The user with a small work load for the computer usually must solve the problem of transmitting data from his location to a central processing location and back again, as well as solving the technical and organization problems characteristic of the multiple-user large data processing centers.

The Department has used its own equipment of moderate size, operating it for one to two shifts. It is likely that the practical economics of data processing will make sharing the services of a large scale computer with other departments of State government an attractive alternative in the near future.

1. Functions of the Office of Educational Information Services

There is a stream—and sometimes jets—of information moving from school districts and intermediate units to the Department in the form of regular and special reports, often statistical in nature. The Department summarizes this information and makes reports to the schools, to the State Board, to the Legislature, to other departments of State government, to Federal agencies, and to the public. It should be a function of the Office of Educational Information Services to review the requests for information which the Department makes of school districts and intermediate units, including both the regular and the special reports required of them, to be sure the information is provided in a form which allows its maximum utilization, thereby avoiding the duplication of requests for information.

The Office should also review and analyze the reports generated from this input of information, noting report distribution, purpose, and actual usefulness. The Office should develop, with the help of users of reports and suppliers of information, recommendations for changes in report style, content, format, and frequency. This should be done in order to minimize effort in generating reports consistent with the uses for the information, eliminating reports which have lost their usefulness, and adding new reports which will assist in the management of the educational enterprise.

The Office should investigate and present alternative ways for accomplishing the Department's data processing tasks, assisting Department management in choosing the configurations of methods and equipment which are best suited to Department needs. The Office should coordinate the development of data systems in intermediate units and local school districts, providing central systems analysis and programming services or supervision when this conserves development effort and meets critical needs, or assisting intermediate units and large local districts in dividing the work among themselves, and producing systems which are usable in other areas of the State.

The Office should assist the Department in accomplishing its data processing tasks, operating data processing facilities if necessary, and receiving and coordinating the Department's requests for information processing. In this connection, it should do the systems analysis and development work for the Department, providing for the development and operation of data banks as may be best handled in mechanized or hard copy form. The Office should operate data systems under the policies for file access developed by the Department and the State Board. The Office should assist in those steps essential for the introduction of users to newly designed data systems and for the continuous introduction of new users to data systems which have been in operation for some time.

It seems likely that systems analysis will show the usefulness of a variety of data files, or information banks, which store current information about schools, personnel, students, and other types of information. A list of some data files and the most probably physical location of the file is presented in Table 1. Detailed systems analysis may indicate that the mechanized files should be located in more places or in different places. File content may differ in two locations even though Table 1 indicates, in oversimplified form, that a file is located in two places. For example, information suitable for payroll administration would be needed in a file about teaching and administrative personnel in an intermediate unit, but this information may not be needed in the Department's file. It should be noted that mechanized files set aside each year can, over a five or ten year period, provide valuable data resources for studying trends and appropriately readjusting statutes and other expressions of educational policy.

2. Organization of the Office of Educational Information Services

Professional skills important to the Office of Educational Information Services include systems analysis and computer program-

TABLE 1

MOST PROBABLE LOCATION OF MECHANIZED DATA FILES FOR PRECOLLEGE EDUCATION IN CALIFORNIA

Data File Content	Location of Mechanized File
1. Data about teaching and administrative personnel	Intermediate units and State Department
2. Data about consulting personnel	State Department
3. Data about State Department personnel	State Department
4. Data about intermediate unit personnel	Intermediate units and State Department
5. Data about school districts (staff, finances, student achievement, land and buildings, attendance, bond issue and unification election results)	Intermediate units and State Department
6. Data about students	Intermediate units
7. Data about textbook, surplus property, and food, inventories and invoicing	State Department or intermediate units
8. Data about projects, programs, and studies	State Department

ming skills. Skills in data preparation (key punching), computer operation, and operations supervision are also important. As the data banks are developed and become more complex in their content, library and information retrieval skills may become important enough to justify their full-time employment.

The Department has been understaffed in systems analysis skills, and it is critically important that it have early and adequate access to skills of this type. Programming skills, too, have been in short supply, and they will need to be added. The skills for systems analysis and programming, historically, have been provided by college graduates who have added these skills to their undergraduate backgrounds. Recently, some universities have prepared specialists in computer information systems in graduate programs of study, such as in business schools. Skills in educational administration, finance, education achievement measurement, counseling, inventory control, information retrieval, etc., will need to be brought to each systems design task as required, but these skills need not reside in the systems analysts and programmers themselves. It is not necessary that these positions be filled by certified personnel.

The recommended organization of the Office of Educational Information Services is outlined in Figure 12.

a. Bureau of Data Systems Operations

This unit performs the functions of service request coordination, key operations (key punching and key verifying), and data preparation (such as marked document to punched card conversion), computer operations, and librarian for mechanized files. The Bureau should provide the help to all users which will allow the user to state in his terms what work he needs and soon thereafter receive his work as specified. This help, using carefully planned systems, can be simplified to the point of preparing "specifications" which control a search for information and then direct the processing of retrieved information into a report.

Somewhat more realistically, the request coordination service will require people acquainted with the routines of data processing and the capabilities of the data banks and computer programs available for use. The request coordinator also needs easy, quick access to the use of programming skills which will allow short programs to be written to produce the work requested. Therefore, a very limited programming capability needs to be assigned to this Bureau.

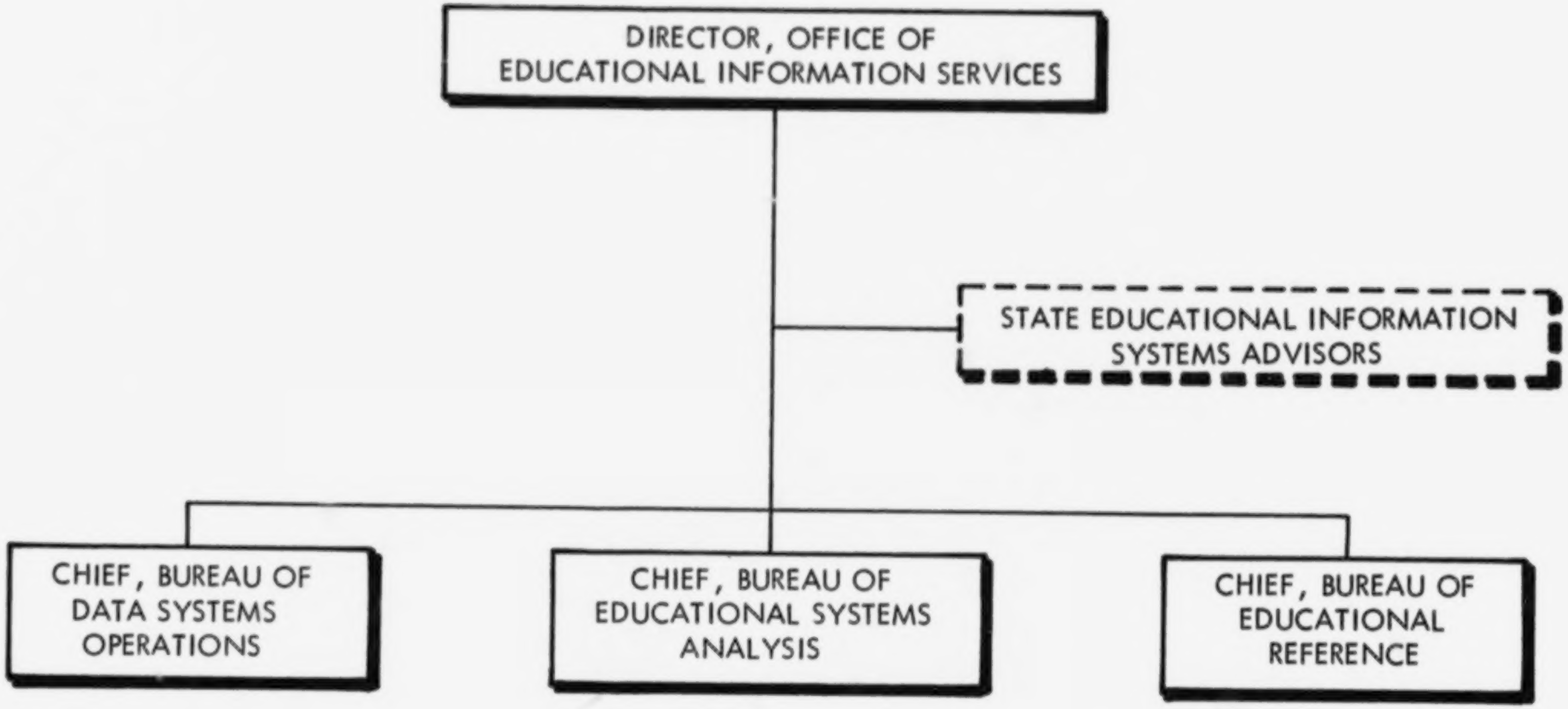
DIRECTOR, OFFICE OF
EDUCATIONAL INFORMATION SERVICES
STATE EDUCATIONAL INFORMATION
SYSTEMS ADVISORS
CHIEF, BUREAU OF
DATA SYSTEMS
OPERATIONS
CHIEF, BUREAU OF
EDUCATIONAL SYSTEMS
ANALYSIS
CHIEF, BUREAU OF
EDUCATIONAL
REFERENCE

FIGURE 12

RECOMMENDED ORGANIZATION OF THE OFFICE OF EDUCATIONAL INFORMATION SERVICES

The service request coordination function and the tape librarian function perform together to administer guidelines or "rules" about right of access to mechanized files. It will be important that this be planned to make possible simple file access request approval procedures, with little or no time delay, for a very large proportion of the requests. The tape librarian also will administer those procedures which protect the mechanized files from destruction, such as by fire.

Computer and key operations are familiar to the Department and the intermediate units. The effect of multishift operation is the only operational change which may need to be learned as the need, or opportunity, is presented in the future.

b. Bureau of Educational Systems Analysis

This is the unit in which systems analysis and programming skills are located (with the aforementioned minor exception). The Bureau is involved in systems planning, systems development and programming, reporting systems period reviews, systems documentation, the design of efforts to introduce new systems to users, and the actual system introduction and early use.

Face-to-face contacts with system users and potential system users, at Department, intermediate unit, and even school district levels is an essential part of the work for both systems analyst and programmer; without it the risks that the systems will not meet user needs get too high.

The Bureau should have one reference technician to assist in the preparation of system documentation as produced by the Bureau, to obtain computer programs from other sources for use or reference within the Department and intermediate units in the State, and to prepare information about activities within the State and in other states which can be circulated to keep personnel apprised of recent developments and stored for retrieval in response to inquiries.

c. Bureau of Educational Reference

This unit will become the Departmental "library" in an unusual sense of that term. One of the important functions of the Department is to keep its staff informed of recent projects and developments in all aspects of education and to distribute this information in response to requests and—sometimes—systematically in the form of reports to appropriate audiences. Every division of the Department has, within its organizational blueprint, consultants or technicians who are responsible for obtaining from (and distributing to) other professional personnel throughout the Department information about new developments and consulting skills, and preparing it for storage, retrieval, and distribution. In the near future this information should be stored in a central place in the Department, and methods for searching the library for information, retrieving the information, and reproducing it for circulation should be activated by the librarians or by the reference technicians scattered throughout the Department. The library size, and its use, may justify mechanization of some functions at some later future time.

As a part of the information service in the Department, the Bureau of Educational Reference is placed in this Office to serve the whole Department and the intermediate units and school districts throughout the state. For example, a request by a program manager within the Department for consulting skills of specified kinds from outside the Department probably will be formulated with the assistance of an Advisor from the Office of State Education Personnel Services. This request would be presented to the librarian in the Bureau of Educational Reference if the stored information were in hard-copy or microfilm form, or to the service request coordinator if the information were stored in a mechanized data bank, A "report" retrieved from the storage medium would be reproduced, as required, and distributed.

The State Educational Information Systems Advisors are persons with established reputations who are brought to the Department for a short period, perhaps six months to two years, in order to focus unusual talent upon tasks of notable difficulty or issues of particular importance related to the use or management of information in education.

3. Staffing Programs

Major program managers will seek systems analysis and programming help from the Bureau of Educational Systems Analysis. It will be important to the successful extension of the use of mechanized information systems in the Department that as much of the systems development effort be done under multidisciplinary task force and program management as possible. The important implications are: (a) a variety of professional skills brought to the task from several divisions of the Department, and (b) involvement of people who are users of and salesmen for the system after it has been developed.

4. Implementing the Change to the New Organization

The potential benefits from mechanization—such as an enriched data base from which to make policy decisions, or an increase in services without an increase in staff, or a shortened time between an event and the interpretation of that event in a report in the light of many concurrent events—can be obtained only through the use of sufficient professional skills in systems analysis and programming. These should be increased as quickly as possible. They can be increased using temporary personnel, but a temporary person departs with the knowledge which he has developed when he terminates his assignment, and this can be costly if it occurs constantly. It will be important that the Department retain a good deal of its developing knowledge through the appropriate use of regular civil service appointees.

The Office can expect to be responsible for systems development work, data operations request coordination, and mechanized file supervision (such as by the mechanized file librarian) for some indefinite time into the future. However, it is possible that computer operation and key operations can be performed more efficiently in other locations or by other methods. For example, computer operation of a large scale computer on three shifts would give the Department access to potentially lower cost operations and much greater flexibility (such as through the availability of larger computer memory, or through multishift operation). This could make the possibility of sharing such services with other departments of State government an attractive alternative to "owning" and operating its own computer. For example, data about teachers and schools and students are originated where the teachers and schools and students are located. Key operations, or document reading operations, may need to be located nearer the data sources with information being forwarded to the Office in machine readable form. Under these circumstances, the Office should plan its computer and key operations so that transition to other modes of operation can be made smoothly and without undue or unexpected personnel dislocation.

The Bureau of Educational Reference should not be created immediately. It will take some time for the Department to learn what it wishes to record for later reference, and how this information should be recorded. This learning period may extend for a year or more. At that time it will be appropriate to form a project to determine what methods should be used in providing educational reference services, and to determine the initial level of staffing required.

The Director of the Office of Educational Information Services should become a member of the Superintendent's Cabinet immediately. It is expected that the Office will develop in importance so that it will become a division of the Department in the course of two or more years.

C. OFFICE OF DEPARTMENTAL SUPPORTING SERVICES

The Office of Departmental Supporting Services should provide services such as mailing and shipping, procurement of supplies for the Department, editing and art work, printing and duplicating, arranging for other publishing, managing office space and equipment, and cashiering. It is not anticipated that the Office be divided into bureaus. The Office should organize these several services under supervisors.

Typically, the Office will supply supporting services to the Department in the form of many small tasks, requiring man-minutes or man-hours rather than the man-months typically required of a professional person when he accepts assignment on a major program. Thus, this Office generally will not assign its personnel to major programs or projects of the Department, but will supply services to all programs and divisions.

The staff for the Office can be formed from personnel already employed in the present Division of Departmental Administration, with one important exception. A number of additional professional and supporting staff will be required to assist with the greatly increased load of publishing, printing, duplicating, and mailing. Early attention will need to be given to shortening the time lag for editing, publishing, and distributing materials developed by personnel of the Department for audiences both within and outside the Department. As the positions of Reference Consultants are filled in the several divisions, and as those consultants begin to collect and disseminate information and reports, we estimate that the work load on the editorial and publications staff will at least double, and probably triple. The present staff of eight will be swamped.

CHAPTER X

IMPLEMENTING ORGANIZATIONAL CHANGE

The preceding chapters have presented, in only moderate detail, a recommended new organizational scheme for the State Department of Education. The recommended new organization is different in significant ways from the existing structure and functions of the Department. It is essential that the change from the present structure and functions to the new patterns of relationships be viewed as a step-by-step process and managed as a coordinated developmental project. This chapter describes some of the significant projects which are needed as steps in the implementation of change. The timing for several of the steps is suggested, but these estimates will need to be adjusted as the Department experiences its successes and its problems in developing the new structure and implementing the new organizational processes.

There are four time limited ad hoc projects which need to be started as soon as possible and developed concurrently. A training and development project needs to be undertaken somewhat later. Throughout these projects there will be repeated opportunities for administrative action regarding personnel placements and new time allocations which should be managed so as to facilitate the transition to the new organizational systems. These projects and the opportunities for small administrative steps in support of organizational change are described in this chapter.

A. FOUR EARLY PROJECTS

The new organizational scheme makes planning and management of time limited major programs a vital part of Department activity. An important step in implementing the proposed organizational system is to translate ongoing activities in the Department, some of which are already time limited in their definition, into programs which address specified problems in ways planned to achieve defined objectives within given budgetary limits. Building these program definitions from current activities is a pressing and essential first step.

The recommended organization proposes changes in division structure and in the flexibility with which personnel, including top management personnel, can be assigned to new tasks and duties from time to time. It charts new and developing relationships with the intermediate units and the school districts and it involves modification or elimination of some existing functions and relationships. These changes and others introduce the need to draft changes in statutes which will permit required organizational changes to be effected.

While it is necessary that Department commitments to essential ongoing work be fulfilled, the eventual allocation of professional skills in the Department to various parts of its work could be noticeably different from the allocation in effect in 1966. An inventory or a "map" of the skill resources of the Department and a review of the interests which members of the Department have in various and new aspects of its work will provide the data base from which plans for the reassignment of personnel to new major programs and to new organizational units can be made.

The proposed organizational scheme emphasizes sensitivity in the identification of problems and flexibility in the allocation of resources as important features. Individual staff members may be assigned to two or even three concurrent activities, and the activities may be parts of different programs. Programs and projects will have deadlines and termination points, and reassignments must be planned for and made with these termination points in mind.

This flexibility brings with it a complexity in supervisor-subordinate relationships and in colleague relationships. New coping skills will need to be learned as will new ways of managing staff. New reports to managers will be essential. The reporting of time spent on a project, in one form or another, will need to become a part of the Department's routine. Applications of funds will need to be differentially assigned to programs and projects. These new accounting procedures will allow the program manager to see what effort is being spent for his program and to determine whether work progress and effort are proceeding as planned. It will allow the program manager to know how actual effort compares with budgeted effort. Monthly, or even weekly, reports of time allocation and of expenses incurred will need to be summarized by programs and sub-programs and by divisions.

A management information system of this type may require mechanized data processing of inputs for proper preparation of reports to Departmental managers. It is essential that a report and accounting system be developed in support of the change to major program management, divisional project management, and program budgeting and accounting.

These four projects need to be started immediately. They are described in greater detail in the paragraphs which follow.

1. Defining Programs

The definition of major programs will be the continuing responsibility of the proposed Major Program Planning and Coordination Committee and of the Cabinet. Some Departmental staff already have been engaged in defining programs as a part of the work in preparing for program budgeting as outlined by the Department of Finance. In implementing organizational changes, the Department should form a project team composed of likely major program managers and of division chiefs and give them the task of defining perhaps six to ten major programs which would employ perhaps 50 percent of the Department's personnel. This project team will begin the work effort which will be continued by the Major Program Planning and Coordination Committee after the Committee has been formed. Program definition probably will require about three or four months for the development of an initial set of moderately detailed recommended programs.

The product of this project team should be a document describing the several major programs, defining the social and educational problems to which each program is addressed, relating these problems to some priorities of need, describing the program objectives in terms of their social and educational effects, indicating roughly -- but not in detail -- the elements of organizational structure now comprising the Department which will become a part of the program, describing the funding sources for the program and the levels of funding from each source so that the sum of the program budgets and the division budgets equal the current funding levels for Departmental activities from all sources, describing ongoing division functions and related personnel assignments so as to account for the remaining 50 percent of the people engaged in Department activities, and specify approximate time frames for each of the programs or program segments. This plan will need frequent review by the Cabinet during its development, and will need several reviews with the State Board while under development. It may also be possible to obtain assistance from the Department of Finance.

The challenges of this task are both conceptual and political. The definition of major programs offers the opportunity to bring together elements of the Department's activity which are related or complementary in purpose even though they are funded from different sources and have developed in different parts of the Department's organizational structure and education's history. Grouping these elements and defining new major programs presents a new opportunity to Department management and staff to rethink the Department's role in California education. At the same time, the implications of program definition for the personnel within the Department, for educators in the intermediate units and school districts, for the State Board, and for the Legislature must be considered in order to obtain support for the newly framed programs. The development of an understanding of the major programs, both within and outside the Department, will be an important part of the work of this project team.

2. Preparing Drafts of Required Legislation

Another project team should be given the task of translating proposed organizational changes into drafts of required changes in statutes. The ad hoc team's first task will be to verify the organizational changes which can be made by the State Board of Education and the Superintendent without statutory changes, thereby insuring freedom for early administrative action. These opportunities for administrative action probably can be identified within about two months following the initiation of the project.

The project team will then need to continue its work, identifying in detail the portions of the statutes which need amendment in order to enable the new organization to operate as proposed. The project team should work closely with legislative counsels in order to determine and draft the necessary changes in existing statutes and such additional enabling legislation as is required. Other resources for completing this work are the Department's legislative committee and legal staff, the Attorney General, the education committees of the Legislature, and such legal counsel as may be needed to supplement these resources. The work will require early, heavy effort with limited effort following until as late as midyear 1969.

The work of the project team will need to be reviewed frequently by the Cabinet and by the State Board, particularly in the earliest parts of its effort. One early product should be a memorandum advising the Board and the Superintendent what proposed changes in organization structure can be made without statutory change. Another early product should be draft legislation -- either amending existing statutes or presenting new, enabling legislation -- prepared so as to permit the most significant organizational changes to be accomplished through the Legislature's approval in the next session.

3. Inventorying the Department's Human Resources

The recommended organizational changes propose new directions and emphases in the role of the Department and require new allocations of skills. Our plan also proposes that practically every regular member of the Department be assigned, at least hypothetically, to a "home" division, then considered for possible part-time or full-time assignment to one or more major programs or sub-programs. Program assignments of temporary members of the Department need to be reviewed. Making these assignments requires accurate, up-to-date, detailed knowledge of the skills and experience of all personnel. Department management should plan its assignments of all personnel from a carefully prepared, current inventory of human resources.

A project team should be assembled to plan and coordinate the work of completing a human resources inventory and assisting Department management in planning both divisional and major program assignments for each person. The work should also compare the Department's present skill spectrum with the skills required in the proposed organization, developing from this comparison and from an overview of the likely attrition of skills from the Department, a statement of the necessary new skills required, and a plan for their acquisition.

The inventory of present personnel should include descriptions of skills and job experience and should also include the interest expressed by each individual in divisions and in activities in potential major programs of the Department. Tentative assignments can be made using a data base which includes these interests as well as skills and experience.

It will be necessary for the project team to enlist the help of division and bureau management throughout the Department in discussing with Department personnel the probable features of the new organization and each person's interests, preferences, and qualifications with respect to future work. This team will assist Department management in the detailed staffing planning after the major program descriptions and tentative staffing has been completed by the team preparing major program descriptions.

The Department probably can secure help in this project from the State Personnel Board, and may wish to supplement this help with other members of division management, with outside consulting help, and with staff assistance from the Department's Personnel Office. The planning functions begun by this project team will be continued by the management of and the Advisors in the proposed Office of State Education Personnel Services after that Office has been staffed. The earliest effort in developing this project will need to be focused upon staffing the team itself with the required skills and experience.

The major team effort needs to begin as soon as possible, but the general informational contacts between Department management and all Department personnel cannot occur before descriptions of major programs are available for general dissemination and discussion. Thus, this project team will depend upon the products of the major program definition task force and will extend and modify their staffing planning in cooperation with the program planning project team and with the Cabinet. Detailed plans probably should be completed within about five to seven months from the start of work.

4. Developing Management Information Regarding Programs

It is essential that Department management consider how it will know what effort is being spent upon the various major programs being managed within the Department and upon the projects and time indefinite services being performed within divisions. The scarce resource, of course, is human talent and it will be important that both major program and divisional management know how this resource is currently being spent and how it is allocated in future work.

Under the circumstances in which a person works full-time in one activity in one division or for one program, the accounting for that human effort is easy to do and understand. In the proposed organization, however, the flexibility of assignment promises the advantages of increased interest in work and increased personal development (because of the variety of assignments potentially available for individuals), but it also brings the complexity associated with an individual working on different and concurrent programs.

Each major program manager will need to know if he is getting the time and products he needs from individual members of his program group. Thus accounting for the effort of Department personnel, as well as accounting for funds spent for other purposes, will be an essential part of administrative operations, allowing (a) the accounting for effort by program and by funding source, (b) the comparison of actual effort with budgeted effort at frequent intervals, and (c) planning for the future allocation of effort, such as must occur when a high priority project takes precedence over other work and extends the completion of lower priority work into the future, or when an annual or a three year budget is prepared.

A project team should be assembled which can determine what information divisional and major program management will need to manage their operations and plan budgets, how frequently and in what form the information will be needed, what types and sources of information are required to provide the management information, what time delays from source to user are allowable, and what technologies would be used to prepare the management information. Reporting requirements, such as are required for fund accounting, will also need to be considered. The project team will need to prepare specifications of reports to managers, and specifications for data inputs to these reports. Criteria for the management information system must be related to considerations of simplicity and acceptability of the information system and time deadlines for work completion.

Skills for this project team probably can be assembled from divisional management, from managers familiar with Federally funded programs, from the Bureau of Apportionments and Reports, from the Fiscal Office, and from the Bureau of Systems and Data Processing. It may be necessary to supplement these skills with assistance from the Department of Finance, and with specialized consulting help. The work can start concurrently with program definition. Eventually, of course, the information system must describe in detailed terms the major program structures, funding sources, Department organizational structure, and each individual staff member's work for past, current, and future time. However, the technical specifications for the information system can be outlined without immediate detailed knowledge of the Department's major programs beyond what is already known.

This work should be planned so that it can be completed within approximately five to seven months from its start, and the detail of the planned management information system should be made to fit the time framework so that a working system is available for use at about the time the Department has completed its plans for the assignment of personnel to major programs.

B. ADMINISTRATIVE ACTIVITIES

The day-to-day administrative decisions in the Department can be made to facilitate the step-by-step change from present organizational structure to the proposed structure. Open positions can be filled with skills known to be needed in the new organization. Personnel can be diverted from work which can be postponed into other work in support of the planning effort necessary to prepare for the organization changes. Ad hoc project teams can be formed of personnel who may be able to accept new responsibilities in the field of work for which the project team has initial responsibility. The entire process can be coordinated through the use of repeated discussions of plans and reviews of progress.

It will be important to share information as widely among management personnel as is possible so that management at all levels can participate in planning the step-by-step changes. Eventually it will be essential to share detailed plans with all personnel. Ordinarily, people at work circulate information about matters of such importance, and the Department is not likely to be an exception. Keeping people accurately informed will be an important part of effecting change to the new structure.

A coordinator of Departmental Reorganization should be hired as soon as possible and on a term basis. He should assist the Superintendent in organizing the four ad hoc project teams, in coordinating the work of the teams and insuring communication among them, by advising on administrative decisions which will support the reorganization process, and in explaining the necessary steps and plans for reorganization to Departmental staff.

C. SOME LATER PROJECTS

There are several training efforts which will be required to introduce Department personnel to the new organization. Some are primarily informational in nature, and others are more complex and involve learning new patterns of working with colleagues within the Department.

Training efforts for introducing Departmental personnel to new information include: (a) describing the overall plan for the new organization, and communicating the Department's commitment to the plan; (b) describing the contents of the proposed major programs and of the ongoing divisional services when these have been developed in detail; (c) describing the purpose, operation, and each individual's role in the management reporting system supporting program budgets and program management; and (d) circulating information about such office space relocation as may follow from the organization changes.

These training efforts should be planned as a part of each project team's work and should be supported with professional guidance from the developing Office of State Education Personnel Services, or from the State Personnel Board, or through the use of consulting help. Staff meetings can be a means for communication on a continuing basis. Learning of the larger pieces of information probably can be facilitated in seminar-type sessions following distribution of written material.

Learning new patterns of work with colleagues in the Department will be more complex. The comment that "a man must work for only one boss" is often heard as people review this proposed organization for the first time. The attitude is commonly held, and those who have seldom worked in multiple project team situations, particularly where team composition varies and programs terminate frequently, may find the new organization relationships confusing and unstructured. On the other hand, many individuals have worked concurrently on more than one committee of volunteers in the community, and most individuals carry concurrent responsibilities both at the office and at home, and sometimes at school. Thus working for "more than one boss" is, in some senses, a common experience.

To the extent that the program manager and his staff have difficulties forming effective working relationships, it may be useful to seek professional help in team training which can be utilized to assist the forming work teams in resolving problems and in accommodating to the new requirements for interdependence. Training of this type may be useful rather early in the undertaking of a new program. It is also likely to be useful as refresher training after a workteam has had the chance to develop beyond its getting started difficulties to a stable state of working relationships, spending its refresher team training time in exploring and solving the chronic problems of work relationships which it seems not to have solved during its development period.

Seminar-like training sessions to introduce Department personnel to the features of the new organization will be appropriate from very early in the process of effecting changes to the new organizational structure until most of the changes have been accomplished. Team training probably will be appropriate about the time the new "reporting" relationships are formally established and then again on occasions from six to eighteen months later, or as required. All these training experiences should be tailored to the specific needs of Department personnel as they are manifested, and some training may need to be adjusted to the needs of special groups within the Department.

APPENDIX A[1]

HIGHLY SALIENT OPPORTUNITIES AND PROBLEMS IDENTIFIED BY EDUCATIONAL ADMINISTRATORS IN (1) COUNTY OFFICES, (2) LARGE METROPOLITAN DISTRICTS, (3) DISTRICTS OF INTERMEDIATE SIZE, AND (4) SMALL DISTRICTS

(In approximate order of frequency of mention)

(1) COUNTY OFFICES

a. The need for improved communication and coordination with the State Department of Education.

    (1) In developing professionally sound recommendations to the Legislature and to the State Board of Education.

    (2) In representing the views of education to the public.

b. Responding to change in problems, methods, content, and circumstances of education.

    (1) Working with districts and with the State Department of Education to identify new needs.

    (2) Dissemination of new concepts.

    (3) Coordination of efforts among districts and among countries to eliminate duplicated effort.

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[1] The material presented here as Appendix A is taken from the Appendix of the report of our Phase I study, Emerging Requirements for Leadership for California Education, a report submitted to the California State Board of Education by Arthur D. Little, Inc., Cambridge, Massachusetts, November, 1964. It should be noted that at the time this information was collected (summer of 1964) many of the opportunities and problems occasioned by an increased number of Federal programs had not yet began to affect the State's system of educational administration.

c. The need for information about, and evaluation of, new instructional methods, curricular developments, instructional materials, educational equipment and services, etc. The need for research to guide educational policy.

d. Responding to the growing importance of teacher and staff retraining. Coordination of district efforts to familiarize teachers with new curricula, new approaches to subject matter, and new applications of subject matter in science, industry, and commerce.

e. The need for reexamination and redefinition of the role of the intermediate unit.

    (1) Broadly in terms of its relationship to the State Department of Education on one hand, and to increasingly larger and better staffed districts on the other.

    (2) Specifically, with respect to:

        (a) Business services

        (b) Regulatory and supervisory roles

        (c) Information transmittal

        (d) Credentialing and placement of teachers

        (e) Research

        (f) Special education: schools, teachers, programs

        (g) Inservice training of teachers (assuring instructional quality)

        (h) Coordination of curriculum development, courses of study

        (i) Instructional materials

        (j) Quasi-legal functions: interpretations of legislation, regulations, rules

f. Coping with increased centralized control and mandates.

    (1) Services to districts in installing mandated programs.

    (2) The problem of inadequate latitude to meet valid local needs; State Department of Education control of county budgets.

g. Needs and opportunities respecting school and community relations.

   (1) Utilizing community resources and lay interests.

   (2) Helping administrators develop sound responses to local interests.

   (3) Helping administrators to obtain public support for adequate financing of education.

   (4) Encouraging public acceptance of reorganized school districts.

   (5) Helping administrators meet the social and economic problems of their communities.

h. The need for streamlining in statutes, rules, regulations, systems, and procedures at all levels of educational administration.

   (1) Growing complexity of the educational and administrative codes.

   (2) The growing complexity of operating various state mandated or supported programs.

   (3) The growing burden of processing administrative information; the need for further explorations of a statewide system of automatic data processing.

   (4) The questionable value of duplicated functions among administrative units; e. g., credentialing, accounting, auditing, school building planning.

i. The need for more comprehensive approaches to educational planning.

   (1) Articulation must be accomplished at least across K-14.

   (2) The need to reexamine educational policies and practices in the light of increased need for retraining in the course of a person's career.

(3) The need to reexamine the objectives of education, at elementary, secondary and college levels, in the light of such factors as rapid change in subject matter content and the growing body of knowledge to be taught.

(2) LARGE METROPOLITAN DISTRICTS

a. Problems of the large metropolitan districts as the focal point for new educational needs.

(1) The high cost and low efficiency of attempts to deal with emerging problems without benefit of precedent experience.

(a) In-migration of large numbers of culturally disadvantaged pupils.

(b) Problems of pupil population distribution; e. g., ratios of cultural and racial groups in school populations.

(c) High mobility of urban families; pupil transfers and turnover.

(d) The sheer density of special educational problems, and the attendant need to deal with them in special ways.

(2) The cost of meeting the social and professional responsibility for sharing experiences in dealing with new problems.

(a) Frequent requests for information about new programs.

(b) District staff in demand as consultants.

(c) Visits by administrators and educators from other districts across the nation.

(3) The need for supplementation of limited district professional and financial resources to meet these problems, and the lack of awareness, understanding, or support on the part of sources of assistance, including the State Department of Education.

b. All aspects of public school finance, but especially in terms of district growth and competition from other governmental services for public monies.

c. Problems of communication and collaboration with state level agencies.

    (1) The lack of adequate representation of the interests of large districts among State Department of Education staff.

    (2) The need, defensively, for attempts at direct communication to the Legislature, to the State Board of Education, and to other agencies.

    (3) The great complexity of reporting and accounting; the growing amount of "red tape."

    (4) The need for consistent and informed decisions and interpretations from various State Department of Education bureaus.

    (5) The need for more leadership but less intercession and control from the State Board and the State Department of Education.

d. Response to change and to new opportunities.

    (1) The need for major investments in further efforts at curriculum development.

    (2) The need for improved techniques for the stimulation of educational innovation, including better dissemination of information about new concepts and practices.

    (3) The need for research to guide attempts at educational development; the need for evaluations of new programs, practices, equipment.

    (4) The broad problem of inducing change in a very large and complex system with its inertia, communications problems, etc.

e. Faculty and staff development.

   (1) Recruiting competent people.

   (2) Difficulties in the State's credentialing process.

   (3) Needs for faculty and staff training.

f. Declining opportunities for the exercise of local planning.

   (1) Increased number of mandated programs.

   (2) Diversion of local funds from local needs to mandated programs.

   (3) Inflexibility in curriculum and in administrative practices.

   (4) Increased need to rely on State financing gives rise to increased control by the State.

g. The need to reexamine the role of various administrative units, particularly the role of the county office and the relationship of districts to it.

(3) DISTRICTS OF INTERMEDIATE SIZE

a. The need for stimulation and support to curriculum and instructional development.

   (1) Needs for information about, and evaluation of, new concepts, programs, and equipment.

   (2) Needs for techniques to stimulate and plan change.

   (3) Needs for more specific approaches to particular educational problems.

   (4) Needs for research to guide educational development.

b. The need for simplification of statutes, rules, regulations, and administrative procedures.

   (1) The complexity of the educational and administrative codes.

    (2) The growing burden of report preparation and required accounting.

    (3) The need to reexamine the roles of county and district administrations, to assign responsibilities where they can be met most effectively and economically.

c. The urgent need for inspiring and unifying leadership for education from the State Department of Education.

    (1) In providing an overall sense of direction to guide the efforts of administrators.

    (2) In offering professionally sound views to the groups that shape educational policy in California.

    (3) In stimulating constructive change and orderly development.

    (4) In sensing and representing the needs and viewpoints of local districts.

d. Providing increased amounts of training to faculties and staff, as a consequence of:

    (1) Rapid change in curriculum and instructional technique (professional obsolescence).

    (2) Increasing number of local programs and experiments for which it is impractical to tailor the offerings of teacher training institutions.

    (3) Teacher turnover and mobility.

    (4) Possible shifts in responsibility for developing teaching skills (as versus subject matter knowledge) from teacher training institutions to local districts.

e. Fiscal problems; the growing costs of education and the difficulty of finding additional revenues.

f. Growth and the needs for additional facilities and personnel.

g. Coping with increased centralized control.

    (1) Mandated programs: costs; incongruity with local needs or practice.

    (2) Increasingly restrictive regulations.

    (3) Decreasing opportunity and resource for local development.

(4) SMALL DISTRICTS

a. The need to obtain relief from the increasing complexity and burden of the noninstructional aspects of administration.

    (1) Mounting requests for information and accounting.

    (2) Increased mandates in curricular and administrative matters.

    (3) Textbook requisitioning and accounting.

    (4) The issue of trust; State control as a challenge to local integrity.

    (5) Restrictions on freedom to meet local needs with programs of local origin.

b. The need for strong leadership in the State Department of Education and elsewhere, to represent adequately and competently the problems and interests of local districts.

    (1) To the Legislature.

    (2) To the State Board of Education.

    (3) To the public generally.

    (4) In the administration of the State Department of Education.

c. The problem of financing local education.

    (1) The costs of meeting growth and change.

    (2) The need for district reorganization.

        (a) In terms of educational economics.

        (b) To achieve fewer, larger districts with better use of administration in both business and instructional areas.

d. Educational development.

    (1) The need for help in the process of examining present programs and in developing new ones.

    (2) The need for information about new programs and practices.

    (3) The need to find ways of offering a greater variety of programs in small schools.

        (a) Problems of justifying or financing special education in the small school districts.

        (b) Problems of offering an enriched curriculum in small districts.

        (c) Problems of offering multitrack programs with small enrollments.

        (d) Lack of supplemental aids, such as instructional television, in many small rural communities.

    (4) The problem of financing programs requiring expensive facilities and space; e.g., vocational education.

        (a) Cost of equipping shops or classrooms.

        (b) The relative lack of local industry capable of assisting the small district.

e. Faculty requirements: recruiting, training, and utilization of teachers.

    (1) Finding teachers able to teach languages or the new math at elementary levels.

(2) Competition from wealthier urban districts for top teacher talent.

(3) The need for help in providing inservice training.

(4) Credentialing.

    (a) Finding teachers to meet the new requirements.

    (b) Delays in obtaining credentials.

APPENDIX B

THE RESULTS OF A SURVEY TO DETERMINE THE NATURE OF WORK-TIES WITH ORGANIZATIONS OUTSIDE THE DEPARTMENT

The State Department of Education carries out its functions and tasks by means of internal staff work "at the desk," including interactions within the Department, and through its work-ties with people and organizations outside the Department. Work-ties with the "outside" were studied systematically in order to understand what patterns exist and what emphases are given the work-ties, as well as to get some sense of how a new organization structure for the Department might affect such patterns and emphases.

Work-ties were studied by asking all professional personnel to recall the work-ties they had experienced as a part of their responsibility during the last 12 months on their present job. The questionnaires were answered during May, 1966. Respondents described face-to-face work-ties with named organizations outside the Department, and also described back-up[1] effort (either preparation or follow-up work) for the face-to-face work-tie. They reported the effort in mandays spent in either face-to-face work-ties or in their own personal effort as back-up for the face-to-face work-ties for each organization contacted. Questionnaires were distributed to the 385 professional personnel, both certified and non-certified professional staff, and 360 questionnaires were returned.

It was necessary for respondents to reconstruct a record of their work-ties for the prior year; they had kept no systematic records of these ties and of the time given to them, and had not been asked to keep one. It was suggested to the respondent that "you may want to look over your calendar for the past year to remind yourself of these work-ties." In follow-up interviews with a few respondents, it was learned that most of the respondents interviewed had referred to appointment calendars and expense account forms to remind themselves of such contacts. Even with that care in completing the questionnaire, the number of mandays respondents report as spent in face-to-face contact is only an estimate of the time actually spent, and estimates of back-up time probably are subject to larger errors. As a consequence, the numerical values reported here must be understood to have the potential for being in error by amounts large enough to be of practical importance. The data are reported as supplied in the questionnaires, but they should be read as approximations.

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[1] Back-up work is done by the respondent himself and includes telephone calls, correspondence, reading, report writing, travel time, and other tasks required for preparation or follow-up for the face-to-face work-tie.

Patterns of Work-Ties in 1965-66

The survey of work-ties disclosed face-to-face contacts between the Department and over one thousand organizations outside the Department. Contacts with schools and education administration offices include those with local school districts, offices of county superintendents, and community (junior) colleges. In addition, the Department serves the State Board of Education and its various committees and commissions. Department personnel contact people in other departments and agencies of the executive, legislative, and judicial arms of State government. The Department has work-ties with a variety of agencies of the Federal government, with universities, with many different professional organizations, with interstate and other state agencies, with organizations representing students' parents, and with other publics such as labor and business.

Professional personnel of the Department, including management personnel, report spending an average (median) of 144 mandays in face-to-face and back-up work-ties with organizations outside the Department, or over 60 percent of a man-year.[2] The amount of time spent in face-to-face work-ties outside the Department varies widely, with one professional person in six spending fewer than five days each year in face-to-face work-ties while one professional person in twenty spends three-fourths of his working time in face-to-face work-ties with organizations outside the Department. On the average, back-up work for each face-to-face manday is reported as less than a manday, although work-ties with the State Board of Education are reported as receiving more than a manday in personal back-up work for each manday spent in face-to-face work. The survey results describe the professional and management person in the Department as involved in frequent face-to-face work-ties with organizations outside the Department. Personal back-up effort spent in preparation of follow-up support for the face-to-face work is reported as requiring less time than the face-to-face work itself.

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[2] A calendar-work-year includes 260 weekdays, or 52 weeks of five days each. The time allocated to work, however, is reduced by 15 days for vacation and approximately 10 days for holidays to a man-year of 235 working days. Statements about percentages of a man-year are based upon a nominal 235 day man-year.

The distribution of face-to-face work-tie effort among various organizations outside the Department is described in Table B-1. The largest portion of face-to-face work-ties is spent directly with local school districts and a significant portion is spent with intermediate units in the State. An important part of face-to-face contacts is spent with California's universities and colleges. So far, little time is spent with the relatively new inter-state cooperative efforts in research and development work in education, and little time is given developments in education in other states through direct, face-to-face contacts with those developments. Little direct contact is maintained with business although California spent over $1 billion in 1964-65 in K-14 education for school construction, textbooks, school equipment, other supplies, food, interest on loans, insurance, transportation, and other business products and services. It should be noted, however, that these products and services are purchased, for the most part, by the local school districts and not by the State Department of Education. Little time is given in face-to-face work-ties with universities outside the state.

Possible patterns for future work-ties

Work-ties with organizations outside the Department are vitally important to the Department's effective performance, important enough that the management of work-ties (including defining their objectives and their relevance to long- and short-term priorities, planning for the most effective use of available skills, and evaluation of the results of planned patterns of work-ties) should be a primary responsibility of Departmental administrators. Forecasts of changes in patterns of work-ties which probably will result from or be associated with implementation of the proposed new organizational system are more a matter of making moderately informed guesses than of depending on scientific methodology. The nature and degree of changes in the patterns of work-ties will be a product of both: (a) changes in the pressures, demands, and constraints impinging on the Department from the outside, and (b) the nature of the Department's own internal capabilities applied to the management of work-ties. Based on our own perceptions of various likely dynamics surrounding and within the Department, we believe the following developments and changes are likely:

TABLE B-1

Distribution of Manday Effort in Face-to-Face Work-ties with Organizations Outside the Department during 12 Months, 1965-1966

360 respondents

Organization	Mandays	Percent*
EDUCATIONAL INSTITUTIONS IN CALIFORNIA		
K-12 school districts	6763	32
Community (junior) colleges	832	4
Universities and colleges (mostly in California)	1998	9
Other school-like institutions	739	4
CITY, COUNTY AND REGIONAL OFFICES		
County superintendent, staff, and Board	2064	10
Other county or regional education groups	489	2
County and municipal (non-education) offices	574	3
STATE BOARD OF EDUCATION		
State Board of Education and its committees	366	2
Commissions of the State Board of Education, etc.	497	2
STATE GOVERNMENT		
Executive	1724	8
Legislative	446	2
INTERSTATE AND OTHER-STATE AGENCIES		
Interstate and other-state agencies	54	*
FEDERAL GOVERNMENT		
Executive, excluding the Department of Defense	940	4
Department of Defense (screening surplus property)	1103	5
Legislative	13	*
PROFESSIONAL ASSOCIATIONS		
Teachers' and school employees' associations	467	2
School administrators' associations	498	2
Junior College Association	175	1

TABLE B-1(Cont.)

Organization	Mandays	Percent*
PUBLIC GROUPS		
Citizens' groups for education	930	4
Labor organizations	191	1
Business firms and business associations	228	1
TOTALS	21,091	100

TOTALS

*Rounded to the nearest whole percentage point except where the result is less than one-half of one percent.

- The number of agencies or organizations contacted will remain large and the types or classes of organizations (or groups) contacted will increase.

- Work-ties with intermediate units will increase as Departmental personnel increasingly work through intermediate units, as they apply more focused attention to the development of intermediate unit resources and capabilities, and as intermediate units assume more responsibility for direct services to local districts. The likelihood of more "flexible intermediate units" (two or more county offices jointly financing and/or administering a common project over an indefinite period of time) probably will entail more higher level coordinative assistance from the Department and less day-to-day direct service or consultative help. We believe that, unfortunately, few county superintendents' offices will be consolidated into larger and stronger permanent intermediate units, at least in the next several years.

- Amounts of time spent in direct service contact with local districts will decrease noticeably as intermediate units increase the scope and quality of the services they provide to local districts. However, it is highly improbable that all intermediate units will be equally capable of providing the full range of resources and assistance required by local units, and the need for supplemental help from the Department will continue for years.

- Contacts with professional associations will increase in importance, the level of such contacts within the Department will rise, more time of such higher staff will be required in such contacts, and the need for continuing contact by lower level staff at present rates will decrease slightly. The latter contacts are helpful in maintaining understanding of what is happening at the "grass roots" of education in the State, but the higher level contacts are quite important in the joint development of plans for significant Statewide changes in education and for insuring effective participation in the implementation of such plans.

- Face-to-face work-ties with community college personnel in the State will increase markedly in number and in importance as a new agency is established for State-level administration of community college education. An increased number of such contacts will be established at levels, both in the colleges and in the new agency, which will be higher than at present.

- Contacts with United States Office of Education agencies, with agencies in other states, and with inter-state agencies will increase; in particular, face-to-face contacts with regional educational laboratories and research and development centers will increase significantly, as will contacts with universities and with business and industry. This will occur as these organizations become the settings in which "new frontier" research and large scale development work in education takes place. The Department will explore and become acquainted with these developments, and then assume an important role in disseminating information about them and in catalyzing and assisting in the demonstration, dissemination, and implementation of such developments. This leadership and assistance in the innovation adoption process will involve new styles of program management and the increased use of personnel drawn temporarily from locations where the innovations were developed or initially tried.

- Of the Department's total mantime, that proportion which is applied to face-to-face contacts probably will decrease at least slightly as more time is spent within the Department on program planning, in designing evaluation studies of the need for new programs and of the effects of those implemented, and as new roles are defined and carried out; e. g., reference consultants, audit and approval functions maintained largely through standardized reports, and the development and staffing of an improved information system (including systems analysts, programmers, budget analysts, librarians, and publications staff).

- Effort in personal back-up work for face-to-face work-ties probably will increase as personnel respond to needs to master and integrate the significantly increased amount of information supplied and available to them. Variations among individuals in the amount of time spent in face-to-face work-ties with other organizations will remain quite high as a result of recommended role specialization.

We believe that the data and reports generated by this survey of Departmental work-ties can be used constructively by Departmental administrators as an approximate baseline from which changes in the nature and pattern of work-ties can be charted.

1769-300 7-67 6,500